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ABSTRACT

Continuing education for teachers was the theme for the University of British Columbia Conference on Teacher Education, chosen because of growing concern with the question of what forms continuing education should take once all teachers hold degrees. The conference did not attempt to provide definitive answers to the questions: Is graduate study the only appropriate path to professional improvement? What new structures must be built, and what older structures altered to accommodate needed changes in continuing education for teachers? It did, however, open for discussion the issues and problems in continuing education and the strategies and delivery systems that are currently being tested. Conference topics included: continuing education for teachers--an unromantic view; the teacher association view; strategies for improving continuing education for teachers; readiness for teachers' centers; program development by teachers as a strategy for continuing education; recommendations for facilitating teacher learning; research, scholarship, and the continuing education of teachers; the open access study plan; developing short courses for teachers; continuing education diplomas; continuing education for teachers in rural settings; getting resources to teachers; and the who, what, and how of continuing education. (MM)

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A CTF CONFERENCE REPORT
Un rapport de colloque de la FCE

Canadian Teachers' Federation
Fédération canadienne des enseignants

U.S. DEPARTMENT OF HEALTH,
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THE 1975 CONFERENCE ON TEACHER EDUCATION
Le colloque 1975 sur la formation pédagogique

CONTINUING EDUCATION FOR TEACHERS
ISSUES AND STRATEGIES

[illegible] PERMANENTE POUR ENSEIGNANTS — QUESTIONS À DÉBATTRE [illegible]

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CONTINUING EDUCATION FOR TEACHERS - ISSUES AND STRATEGIES

Formation permanente pour enseignants - questions à débattre et stratégies

Sponsored by the Canadian Teachers' Federation and the University of British Columbia, with the cooperation of the Canadian Society for the Study of Education

Parrainé par la Fédération canadienne des enseignants et l'Université de la Colombie-Britannique en collaboration avec la Société canadienne pour l'étude de l'éducation

Proceedings of the 1975 Conference
on Teacher Education
Vancouver, British Columbia
May 5-7, 1975

Compte-rendu du colloque 1975 sur la
formation pédagogique
Vancouver, Colombie-Britannique
5-7 mai, 1975

Canadian Teachers' Federation
Fédération canadienne des enseignants
110 Argyle Avenue
Ottawa, Ontario
K2P 1B4

May 1976

PREFACE

The UBC conference was the second in what may become a series of Canada-wide meetings dealing with special problems in teacher education. The conference was jointly sponsored and planned by the Canadian Teachers' Federation and the Faculty of Education of the University of British Columbia. A representative of the Canadian Society for the Study of Education also participated in the planning meetings.

The theme for this conference, continuing education for teachers, was chosen because of growing concern with the question of what forms continuing education should take once all teachers hold degrees. Is graduate study the only appropriate path to professional improvement? Or should other paths be explored and accommodated within the system? What new structures must be built, and what older structures altered, to accommodate needed changes in continuing education for teachers?

The conference did not attempt to provide definitive answers to these questions. However, it did open for discussion the issues and problems in continuing education and the strategies and delivery systems that are currently being tested.

La conférence tenue à l'Université de la Colombie-Britannique constitue le deuxième d'une série éventuelle d'entretiens à l'échelle nationale portant sur la formation des enseignants. Elle a été patronnée et organisée par la Fédération canadienne des enseignants de concert avec la Faculté d'éducation de l'Université de la Colombie-Britannique. Un délégué de l'Association canadienne de l'étude de l'enseignement (Canadian Society for the Study of Education) a également participé aux réunions de planification.

Le thème de la conférence, la formation permanente des enseignants, a été choisi en fonction de l'intérêt grandissant à l'égard des programmes de perfectionnement professionel offerts aux enseignants diplômés. L'étude post-universitaire est-elle la seule voie appropriée qui s'offre aux enseignants qui désirent se perfectionner? Doit-on étudier d'autres moyens et les adapter au système? Quelles structures doit-on élaborer et quelles sont celles qui doivent être remaniées pour incorporer les modifications qui s'imposent dans le domaine de la formation permanente des enseignants?

La conférence n'avait pas pour but de répondre catégoriquement à ces questions. Toutefois, elle a permis de discuter des questions et des problèmes de la formation permanente ainsi que des mesures et des solutions qui sont présentement en voie d'essai.

WELCOMING REMARKS

DR. WALTER GAGE
President
The University of British Columbia

Mr. Chairman, ladies and gentlemen, my official function here today is to extend a welcome to you, and that I am very happy to do on behalf of the Faculty of Education of The University of British Columbia, and, of course, on behalf of the University itself. It is a great pleasure to have you here and I hope that you find the conference profitable and enjoyable from all points of view.

Now to welcome you, of course, is not only a happy thing to do but is the easiest part of the conference. Some of you have had to prepare material for the conference and that I know is a hard job, because on you depends the success of the conference. Perhaps those of you who listen may have an even harder job on occasion, depending on how successful those who have prepared the material are. As I said then, mine is a very easy task, both because we are very happy to have you on this campus and because it's easier compared to what the rest of you have to do.

I hope that while you are on this campus you will be able to see something of the city, if you haven't seen it before, but particularly I hope that you will be able to wander about the campus and see things of note. Mr. Chairman, I am very happy to officially welcome you and to hope that you will find this conference enjoyable. Thank you very much.

THOMAS N. TRAFFORD
President
Canadian Teachers' Federation

It is indeed a pleasure this morning to bid you welcome to this conference on teacher education, co-sponsored by the Canadian Teachers' Federation and The University of British Columbia. It seems to me that in conferences the thank-you's are too often left until the last. I would therefore like immediately this morning to make some thank-you's to those who have worked hard in planning for over a year to bring us together to consider a very important subject -- continuing education for teachers. Two people who came to mind immediately are the Chairman this morning, Len Williams of the Newfoundland Teachers' Association, and the CTF staff member who has done all the legwork, Geraldine Channon.

I must also include in my personal designations the planning committee; Dr. David Thomas, Director of Field Services, Faculty of Education of the University of British Columbia, who has done a great deal to make this conference possible; Dr. Doug Myers of the Ontario Institute for Studies in Education; Doug Lynd of Statistics Canada; Dominique Henry of the Nova Scotia Teachers Union; Ronald LeBreton from l'Association des enseignants francophones du Nouveau-Brunswick; Bruce Archer, Ontario Teachers' Federation; and Phyllis Moore from the Manitoba Teachers' Society. We thank you a great deal, because your work has been long and arduous and I hope that the results of this conference will be your reward. We must also thank UBC for co-hosting this conference and for very willingly providing personnel and facilities.

I would like to say that during the last ten months, as President of CTF, wherever I have been in that capacity, I've stressed over and over again the importance of making available quality education for all Canadians. Whether talking to those primarily concerned with professional development, economic welfare, education finance, international programs, or French-language instruction; whether with government officials, school administrators or classroom teachers; whether with one or one hundred, I have emphasized and re-emphasized that there is no one more important than the student. And we must recognize that each and every area of education and each and every body and jurisdiction interested in education must aim at ultimately realizing the goal of providing that quality of education for every Canadian. Certainly there can be nothing more central to the concept of quality education than a qualified teacher. And perhaps more to the point for us at this meeting, the qualified teacher who in a rapidly changing and complex society remains qualified to teach those students.

The issues inherent in continuing education for teachers are many and varied. Whether matters of philosophy, communications, finance, reponsibility, or rewards, the issues exist, they must be faced and they must be grappled with. This then I would say is the task before us -- to grapple with the issues in continuing education for teachers honestly and frankly. I would hope during these two and one-half days we can grapple with problems, the solutions of which will undoubtedly move us steps, in fact strides, closer to that goal of a quality education for every Canadian.

Encore, merci à l'université de la Colombie-Britannique, aux personnes resources et merci aussi à vous, les participants. Je vous souhaites un colloque fructueux et une expérience enrichissante. Merci.

INTRODUCTION TO THE CONFERENCE

LEN WILLIAMS
Chairman, CTF Teacher Education
Conference Design Committee, and
President, Newfoundland Teachers' Association

For some time now CTF has been concerned with and concentrating on problems involved in teacher education. The Montebello workshop last year was the first in a series of meetings dealing with some of these problems. At that conference representatives of teacher organizations, faculties of education and departments of education met to discuss pre-service problems. It was felt that a logical sequential step from that discussion of pre-service educational problems would be this conference on continuing education for teachers.

It is almost commonplace today to assert that a teacher's education is never complete. Educational change, and the rapidity of that change, makes continuing education as important an element in teacher education as the pre-service program. It is also very readily apparent that the problems associated with continuing education do not admit of any easy solution. There appears to be general dissatisfaction with present haphazard and fragmented attempts at improving teacher competency on the job. And yet common sense would indicate that the greatest potential for improving teacher performance must be within the practical situation in which the teacher operates.

Current teacher demands for in-service sessions to take the form of regular university credit work raise some interesting questions. Whether such demands emanate from a genuine concern for professional improvement or a practical look at the economic realities concerned is debatable. However, they do indicate the very close relationship between in-service and pre-service.

This conference will deal with a broad spectrum of problems in this area. It will, we trust, identify many new ideas in the field of continuing education for teachers. We ask you to consider the purposes of continuing education from the point of view of the individual teacher, the teaching profession and the educational system. We also direct your attention to the roles which various institutions should play -- teacher organizations, faculties of education, departments of education, trustees, research institutions -- are playing, will play and should play in the development of teacher education programs. The conference also will provide an opportunity to discuss appropriate strategies for improving continuing education for teachers.

From the formal presentations, panel discussions, and group sessions we hope you will be able to sense something of what is happening in this field and will as well discuss something of what might happen. The conference design provides opportunity for a sharing of varied ideas and experiences, and hopefully, will permit you to consider such questions as: What is needed in this field? How can our efforts be best coordinated? And the jurisdictional question, who controls? Who is responsible? Who pays? When should it take place? We have been very fortunate in the selection of our guest speakers, our panelists and our group leaders. We trust an interesting, informative conference awaits. We need your participation.

PRESENTATION DU COLLOQUE

RONALD LEBRETON
Directeur général
L'Association des Enseignants
Francophones du Nouveau-Brunswick

Au nom du comité je désire souhaiter la bienvenue aux participants francophones. Comme il a été mentionné dans la lettre d'invitation, le colloque ne sera pas bilingue. Il n'y aura pas de traduction simultanée étant donné le petit nombre de participants et les coûts prohibitifs d'un tel service. Nous avons néanmoins réorganisé le programme de sorte à permettre aux participants francophones de discuter avec leurs collègues de toutes parts du Canada afin d'arriver à un consensus du côté francophone sur la question du perfectionnement professionnel. Donc, cette après-midi à 14h00, il y aura rencontre des participants qui désirent discuter en français pour entendre deux présentations en français, l'une par Monsieur McMahon et l'autre par Monsieur Roy.

Il n'y a pas tellement longtemps la formation des maîtres était assez sommaire. L'étudiant sortait du système public, suivait un programme de formation professionnelle d'une durée d'une année ou de deux années et il était par la suite lancé dans le monde du travail avec un minimum de connaissance et une obligation préalable de parfaire cette formation en cours de service. Donc, l'éducation permanente pour ces personnes consistait à continuer leur formation jusqu'à l'obtention d'un premier grade universitaire.

L'exigence minimum actuelle dans la plupart des provinces du Canada, par rapport à l'enseignement, est un diplôme universitaire du premier cycle. Donc, il y a dans la profession enseignante une disparité par rapport aux qualifications académiques des enseignants et par conséquent les programmes de perfectionnement professionnel ne peuvent pas s'adresser à la profession enseignante comme représentant un groupe homogène. Ces programmes devront assurer les étapes nécessaires pour arriver aux exigences minimums d'une part et d'autre part devront fournir l'occasion d'un perfectionnement professionnel proprement dit afin de permettre un approfondissement des connaissances dans les disciplines enseignées, des changements d'attitudes, l'acquisition de nouvelles connaissances professionnelles et le recyclage.

Pourquoi l'enseignant entreprend-t-il un programme d'éducation permanente ou de perfectionnement professionnel? Si l'on demandait cette question aux enseignants ou à leur employeur la première réaction serait probablement que l'enseignant se perfectionne pour améliorer sa certification et par conséquent recevoir une rétribution plus élevée. Cette réaction est probablement conforme à la réalité mais s'ajoute à cette première raison le besoin d'une plus grande compétence professionnelle et une satisfaction personnelle résultant d'une meilleure compréhension du rôle de l'enseignant et de l'enseignement.

Si nous considérons le perfectionnement professionnel ou l'éducation permanente dans une perspective d'avenir, où la profession enseignante présentera beaucoup plus d'homogénéité en terme de qualifications de ses membres, il importe de se demander quelle devrait être la motivation de l'enseignant à se perfectionner? Comment encourager l'enseignant à se perfectionner? Cette conférence veut se concentrer sur cette question en particulier.

Nous voulons considérer aujourd'hui la situation actuelle avec ses problèmes et, à partir de cette constatation, prévoir quelle forme devrait prendre l'éducation permanente de demain qui devrait en être responsable, comment devrait se faire la coordination des efforts des différents organismes de sorte à assurer une continuité dans les programmes et éviter le double emploi.

Le but ultime de ce colloque n'est pas nécessairement d'arriver à des solutions mais plutôt de considérer les problèmes relatifs au perfectionnement professionnel, d'échanger sur les solutions à travers le pays et, espérons-le, permettre aux participants de sortir de cette conférence avec une amorce de stratégies ou de solutions.

Nous espérons que les délégués auront l'occasion de prendre connaissance des différents programmes à travers le pays, d'échanger avec leurs confrères et de retourner avec certains alternatives qui pourraient assurer une coordination des efforts au niveau provincial ou au niveau local selon le cas. Alors, je profite de l'occasion encore une fois pour vous souhaiter un bon séjour et un bon colloque.

CONTINUING EDUCATION FOR TEACHERS -- AN UNROMANTIC VIEW

MYER HOROWITZ
Dean, Faculty of Education
The University of Alberta

Attendance at this Conference was supposed to be my opportunity for continuing professional education. Geraldine Channon first wrote about the conference almost a year ago. When the literature describing the conference arrived several months back, I decided that I could learn something from participating and so I named myself as a delegate. My purpose was to find out about an area that I do not know very much about and which I think is very important. As you can tell, between December and May the charm of Miss Channon worked and I agreed to make a presentation this morning, but with the understanding that it would not be my responsibility to present oversimplified trite solutions to complicated issues, but rather to raise with you some important questions for future resolution.

Last Fall I participated in a conference on medical education sponsored by my colleagues in the Faculty of Medicine at the University of Alberta and attended by representatives from each of the schools of medicine across the country. One of the major conclusions of that conference was that new emphasis had to be placed on continuing medical education. Another conclusion was that the responsibility for continuing professional education for doctors and for other medical workers is that a number of agencies, including professional associations, the licensing authorities and universities.

The concern for in-service preparation of doctors has its parallel in other professional groups. The Parent Commission in Quebec, the Committee on Teacher Education of the University of Prince Edward Island, and the Alberta Commission on Educational Planning, to name only three recent committees and commissions, all emphasized that teacher education must be continuous and life-long. This concern is not confined to our national borders -- indeed, in this area, as in most aspects of education, we have been heavily influenced by developments elsewhere, and especially those in the United States and in Britain. In each issue of the Journal of Teacher Education in 1974, some attention was given to continuing teacher education: the Spring issue had as its main theme "teaching and teacher centres" and the Summer issue included "in-service teacher education" as one of its concerns. The James Report in Britain and the Faure Report, Learning To Be, also emphasize continuous teacher education.

As George Tomkins points out, in the final chapter of the OISE publication, Educating Teachers -- Critiques and Proposals, too many of us in teacher education have placed undue emphasis on pre-service preparation of teachers to the neglect of in-service activities. Let there be no misunderstanding. I place high value on initial preparation. I am not among those who consider that all is wrong with faculties of education and with their programs. Now, of course, my assessment is anything but unbiased, but I maintain that the faculties that have emerged in this country during the last thirty years are a dominant force in education and a number of them are exploring patterns which are of interest to professional preparation, generally, and not just to teacher education. But no matter how high the quality of the initial preparation, and no matter how realistic the field experiences, new teachers will continue to require special help in their early years in the profession; and all of us who teach need to be active learners throughout our professional lives.

In one sense the problem is more pronounced now that we are moving into the period when beginning teachers will possess a bachelors degree. Like many others in this room, I welcome an increase in the number of years of university study for initial certification in Alberta and elsewhere. I think we would be wise to recognize, however, that there is a tendency to look upon the completion of the degree as a terminal point. I started teaching after one year at a teachers' college following grade eleven. Upon the completion of my first year of teaching I returned to summer school at the teachers' college and eventually I acquired sufficient credits for a bachelor's degree. Now in the process of satisfying certification and degree requirements during my first five years of teaching, I benefited from experiences which served to enhance my professional development. I would like to think that our students who will begin their careers next Fall, and who have already completed their B.Ed. degrees, are much better prepared for their first year of teaching than we were. I know this to be the case. But they too must benefit from quality education experiences in their early years in the profession. I do not suggest they all return for further formal university study; indeed I feel that there is too much emphasis on conventional degrees and diplomas as it is. But in some way we must increase the possibilities that teachers will get the help they deserve.

Considering the relatively small amount of money that is invested in continuing professional education for teachers, compared to the investment in in-service education in some of the other profession and in the business and industrial world, it is surprising how much has been accomplished in many parts of this country. Many school boards offer extensive programs, sometimes in conjunction with teachers' locals. Teachers' conventions continue to provide opportunities for renewal. In Alberta, the teachers' association sponsors a large number of specialist councils. I have been active in the Early Childhood Council and, like most of the other councils, we have conducted, at both the provincial and regional levels, numerous conferences, workshops and seminars; and we publish a rather good journal. Unfortunately, the number of teachers on assisted study leave has fallen dramatically during the last six years. However, large numbers of teachers continue to take formal courses during the summer and on a part-time basis during the regular sessions.

Many teachers feel that they have not been sufficiently involved in determining what the continuing educational experiences should be. George Pedersen, Dean of Education at the University of Victoria, in his 1973 address to the Canadian Education Association Convention, mentioned that most in-service programs reflect needs perceived by non-classroom educators. Surely, in one sense, you and I are teachers, and we shall insist that we are, even though at this point in time we work in departments of education, in faculties of education, in teachers' associations and in school systems. Consequently, it is important for us to be here. Do not be offended when I say that at least half of us should trade our places with classroom teachers. I went over the list of participants last and I was concerned with the small number of people whose present vocation in education is that of classroom teacher. I am sure there are many more classroom teachers who would have wanted to participate and I am sure the organizers of this conference would have wanted to include more classroom teachers, but it is simply not common for school teachers in large numbers to attend national conferences.

Several of the articles which were distributed by the conference organizers describe current innovations and proposals in this country. I applaud those which place emphasis on the responsibility of professional associations in giving general direction to the developments in continuing professional education and on the responsibility of individual teachers and small groups of teachers, at the school and the system levels, to determine the themes which are most appropriate for them.

I hope, in our legitimate desire to achieve more in continuing teacher education, we avoid the temptation to foster only one kind of activity. Teacher centres deserve serious exploration in different parts of the country. Curriculum development must continue to involve large numbers of teachers and so for me it is gratifying that the work of the Canada Studies Foundation will continue. Recent research indicates that the regional offices in Alberta provide for many teachers valuable in-service experiences. Universities will continue to offer courses leading to degrees and diplomas and individual faculty members, to the extent possible, will continue to serve as consultants to other agencies involved in continuing teacher education. While coordination of the efforts of agencies such as teachers' associations, departments of education, universities and school systems is to be desired and encouraged, I think we should shy away from the all-too-simple solution proposed in some quarters that any one agency should be solely responsible, or even mainly responsible, for continuing teacher education. Perhaps my fifteen years at McGill and The University of Alberta result in my being overly sensitive to criticism in teacher education, but I am aware of some real concern about the value of our pre-service offerings. I am surprised, therefore, when some of the same critics are so very ready to assign to the universities the major responsibility for continuing professional education. Faculties of education and universities have come a long way in recognizing a variety of in-service activities for university credit. The Open Access approach at the Atlantic Institute of Education speaks to this matter most directly, but even at more established universities there has been an exciting, even if a modest, trend. I examined our Special Sessions calendar at The University of Alberta and was surprised and pleased that we are offering such a large number of degree courses dealing with new elementary and secondary programs and with current methodologies and points of view.

There is a danger in this development, however. Needless to say, if the one in-service experience can satisfy university degree requirements as well as personal and school system needs, that is ideal. But it is good neither for in-service education nor for university education if it is assumed that, to be valid, each experience must be acceptable for university credit. If we concentrate all of our energies on university offerings, inevitably important needs of teachers will be neglected.

Several months ago I was visited by a teacher who felt strongly that each seminar, even of one day duration, and each two-day workshop should count for university credit and for salary purposes. At an Edmonton regional meeting of the Canadian College of Teachers about two months ago I was asked when we would accept travel as credit toward graduate degrees (the individual already had a B.Ed.). I value travel. I feel very fortunate that in the last five years my responsibilities at The University of Alberta have enabled me to travel on behalf of the University to Europe, to South America and on three occasions to East Africa, and during the last two months to Southeast Asia, let alone the numerous times I've crossed this continent. And so I know how much can be gained by these experiences and what a valuable informal education I have had through travel. I fail to see why our obsession with credits and degrees leads us to feel that every activity must have university credit to be valued. Mind you, teachers are not unique in wanting their in-service experiences to have some kind of pay-off. In the April 1975 issue of the British Columbia Professional Engineer there is a report of the extent of involvement of engineers in their continuing professional education. A large number are not taking advantage of in-service opportunities, we are told, because they feel that the courses do not help them obtain salary raises or promotions.

As I said at the outset, I don't have over-simplified answers to important complex questions. Perhaps by Wednesday, we shall be able to help each other develop tentative answers to some of the following questions:

1. How will in-service programs be determined, and by whom? How do we find out what teachers really want and need? What are the similarities and what are the discrepancies between what teacher leaders say teachers want and what teachers in a particular school feel they want?

2. What kind of coordination among the various agencies is desirable? Should we be thinking about an advisory board for continuing teacher education similar to the advisory board we have in Alberta, and I suspect you have in most of your provinces, for teacher education? Should the one advisory board be concerned with every aspect of teacher education, both pre-service and in-service? If we opt for a coordinating body at a provincial level, to whom should this board be responsible -- to government, to teachers' associations, to faculties of education, to school systems, to all of these?

3. How are the costs to be covered? Should some costs be absorbed directly by teachers' associations (just as the Alberta Medical Association absorbs some costs for continuing medical education)? Which costs must be borne by government if we are serious about further development in this field? Which costs should be covered directly by government, either through their central office or through regional offices? For which activities should government make money available to universities, to school systems and to teachers' associations? In Alberta our teachers' association presented to government just last Spring a proposal for the creation of a trust fund initially to the extent of a capital investment of $50 million that would enable our association to sponsor a number of professional development activities including teacher centres. When governments become involved, and when it happens to be a province like Alberta with two departments of education, is continuing teacher education a concern of education, or of advanced education, or of both?

4. What are the legitimate rewards for the teacher who participates? Are we realistic if we pretend that the intrinsic rewards are sufficient? Should the system provide more tangible rewards as well?

5. To what extent should in-service activities be mandatory for purposes of acquiring initial permanent certification and for maintaining certification? There should be more discussion with regard to the proposal that initial certification should be limited to a tenure of, say, ten years.

6. What should be the balance between in-service programs related to very specific immediate needs, like the new math program or the program on values in social studies, and those related to more general long-term goals?

7. How can we link pre-service and in-service programs so that the teacher has a continuous professional education?

8. To what extent is the interest in continuous professional education on the part of different agencies more a matter of concern for institutional power politics than concern for the welfare of individual teachers?

Continuing professional education for teachers is an important part of a major movement, that of life-long education for everyone. Experiences which give new confidence to the teacher in relation to the teaching of mathematics or history are very important, but they are not the only learning experiences which are desirable or necessary. Like all others in society, teachers should develop and nourish diverse interests. The extent to which the teacher approaches his work with zest and with imagination in his fifth, or fifteenth, or twenty-fifth year of teaching is more related, I suggest, to the quality of his general education (and I said education and not schooling) than it is to the specific learnings of a more narrow professional nature. And so to what extent must we involve other units at universities and colleges in the continuous preparation of teachers? Let us be careful not to organize and systematize unnecessarily a teacher's activities in further education. Ideally, we at universities, in school systems, in teachers' associations, and in departments of education, should provide numerous opportunities for individual teachers to make individual decisions that will result in their taking courses and participating in other in-service activities of interest to them.

This conference is an in-service experience for me. Nobody told me to come here. I read the brochure and I decided to participate. But I am fortunate because I work at a university. My employer not only permits my being away from my normal duties for three days, but applauds my coming here. I even benefit in a modest way from travel funds for professional development. When I return to the campus, my participation here will be noted in our weekly faculty staff newsletter, and if they are really short of important items for the university newsletter a week or two from now, my presence might be recorded in Folio as well. I suppose that is some kind of extrinsic reward! Also, reference will be made to my participation at this conference on my annual report, which I file with the President, and which I assume he reads. Ladies and gentlemen, perhaps my experience at the university level suggests something that might be borrowed for teachers from the continuing professional education of this Dean.

QUESTIONS FOLLOWING DR. HOROWITZ'S ADDRESS

Question

It seems to me that coordination of agencies is obviously desirable, but I think that the experience in our province with coordinating agencies is that they tend to be obstacles to change rather than proponents of change. I suggest that if we get too deeply immersed in aiming for coordination we won't get anything done at all for the next five years.

Horowitz

I won't present an argument against that position because I am not entirely happy with some of our attempts at coordination with regard to other aspects of education. I'm sure that my friends in teachers' associations and trustees' associations can make the same criticism of the behaviour of people at universities, because I know that some of the time we play games too. But looking at the joint groups from my point of view, I see games being played all of the time and decisions being taken often with little concern for the issue at hand.

Question

Teachers who stay in the classroom for ten or twenty years often lack the initiative of the starting teachers. Aren't they the ones who should receive special help?

Horowitz

Surely it is not an either/or situation. I am sure that every individual requires a different kind of help. Your point is certainly well taken that there are many teachers with twenty years of experience who should be retrained. I think it is entirely appropriate for us to raise the question as to why so many new teachers leave the profession within the first five years -- I am sure there is no simple answer to that question. For the moment I assume that some of the people who leave do so because their acculturation into schooling is not as satisfying as it might be. I feel, therefore, that these people need a special kind of help. I did not mean to suggest that the only people who required assistance were those in their early years of teaching.

Question

You raised a lot of good questions this morning and I do hope that during the next two or three days we get new directions on many of those questions. One of them concerned the question of giving credit for in-service education. My experience shows that our teachers are often asking why they can not accumulate university credit for short-term in-service sessions which are often of equal value, sometimes of superior value, to what they receive in the so-called formal in-service education. You mentioned travel, for example, as another method of broadening one's experiences, and maybe we should look at that as well. How far should we go in accepting and acknowledging types of training other than the formal ones at universities?

Horowitz

Like most people at universities, I tend to be conservative on this matter. Let me first emphasize that I do not think there is a clear dividing line between those activities which are appropriate for credit and those which are not. I think the line is moving all the time. For example, during this last year some exciting offerings have been developed by our Faculty, in conjunction with one or more school systems, which are clearly of an in-service nature and which can fit very harmoniously into the programs in education. I think, therefore, that we want to be putting to the test all the time the kinds of activities which are appropriate for credit.

The line between that which is acceptable and that which is not is in a different place as you go from one part of the country to another. But I have no difficulty in seeing a cluster of activities which in 1975, as far as one university and one faculty in that university are concerned, clearly fall outside the zone of acceptability with regard to university credit. My argument is that we really do not do justice to the concepts of in-service education and university education if we try to translate every kind of activity into university credit.

Of course, whether or not an individual receives university credit has some relationship to other important matters. In Alberta there is sometimes a difference between credit for university degrees on the one hand, and credit for salary purposes on the other. Some of us in this room spent about three and a half hours just this past Tuesday morning on this issue. We are finding at the university, the institution that is sometimes depicted as a conservative ivory tower, that over and over again when we bend and do the sensible thing and decide to give university credit for a non-university program, another agency in the province, which is responsible for making decisions with regard to salary levels, is unprepared to accept the program as legitimate.

Question

You mentioned the necessity for a fairly large degree of freedom for individual choice in terms of educational activities in which a teacher might be engaged. I wonder if there isn't some degree of problem here in terms of a teacher's self-perception of needs related to the real needs of the teacher. Quite frequently you get a situation where the teacher selects the activity he already knows the most about rather than doing that which may be more valuable. I wonder if you have some comment about what is a reasonable balance in terms of an external evaluation of your needs and a self-evaluation of needs.

Horowitz

There have to be the two, of course, and good administrators in subtle and sometimes not so subtle ways will guide teachers in certain directions. I hope we are not talking about the kind of experience which an individual is compelled to have, because those of us in pre-service teacher education can tell you about the inadvisability of that kind of control. I prefer to gamble with a more laissez-faire kind of open-ended arrangement than with the kind of situation where individuals must satisfy certain requirements at certain points in time. The latter approach hasn't worked too well in other professions and I don't think it will work very well in teaching. I realize that your question didn't speak to the extreme approach to which I have just referred. You were wondering about the possibility of an individual being helped to realize that he should place emphasis on some other area of concern. That positive approach I support.

Question

Dean Horowitz, you stated that the choice of in-service activities and the variety of them should be determined closer to where the teacher operates than at other levels. The major problem we are facing has to do with those things which are creditable vs. those things which are not. How do we determine what is legitimate and what is not? We all know that universities give courses. Right now in Montreal we have many teachers taking special education courses. The fact that the course prepares people to be administrators of special education doesn't make any difference. The course is legitimate, creditable and you get paid for it. But people who require courses in other things, for instance, training in human relations or decision-making, have a problem. Yet these are important areas for teachers working as members of teams. I think that's one of the nuts we are going to have to crack if we are ever going to make continuing education really work. We have to do away with what is "legitimate" for both the university and the provincial government.

Horowitz

There are various ways of cracking the nut. One of them is to try to force, compel, or interest universities in giving university credit for the kind of activity to which you have referred. I remember meeting the members of the Commission who have just tabled their report in Quebec on salary categories. They visited Alberta for a couple of days two or three years ago. I will say here what I said to them there and what I have said in Alberta to Albertans: The time is just around the corner when we have to re-think the conventional salary scale arrangement for teachers. That scale no doubt made great sense when our predecessors worked so long and hard to bring it about, because there was such chaos prior to the establishment of salary categories twenty or thirty years ago. But now that a degree will be a minimum requirement for teachers in most provinces, we have to ask ourselves what we gain and what we lose by having six, seven or eight salary levels. Surely the time has come when CTF and teachers' associations across the country will have to say clearly what the appropriate preparation for a teacher is. That suggests to me one salary scale.

Now for a while, of course, we will have to accommodate the decreasing percentage who have less than a degree or a post-degree diploma, but it seems to me that the time is coming very soon when we're going to have to indicate what the appropriate requirement is. Not that some teachers shouldn't go beyond that and acquire other diplomas and master's degrees and other experiences. But let's take a look at some other professions and ask ourselves in which other professions individuals are rewarded almost endlessly whether or not the subsequent learning is directly related to the act of teaching. Now I am enough of a union man, let me tell you, that I am thinking of settling for the best one scale. In the year of the transformation the one salary scale should be where teachers with master's degrees are now paid.

Obsession with university credits and university degrees is only one way of dealing with the problem of continuing education. There are other solutions and there is going to have to be an awful lot of talk and a great deal of work before we resolve the problem in these other ways. It's just too simple to solve the problem by saying that anything which is valuable to the individual should have university credit. I think that is too simple a solution.

Comment from Member of Audience

I'm very happy that Dean Horowitz has gone further than just the usual nice phrases about the desire of the teachers to improve their work. There is certainly a beginning of efforts in cooperation among different bodies. But I think we should consider two very basic factors which are materialistic ones. On the one hand I think there is the legitimate desire of teachers to improve their salaries, to improve their stability; and on the other hand there is a very legitimate but very materialistic preoccupation on the part of the universities to stay alive, to have students. These two very basic factors have coincided and have given the universities this role, of stock-brokers of credits -- credits being salary raises and job stability. What we must ask ourselves is if these materialistic interests are not more and more in conflict with the other interests which we both have, the interest of teachers to improve their work and the interest of the universities in research and better teaching in the field of teacher training. I think we are at a point where some interests at different levels which have coincided for some years are beginning to show that they are contradicting one another. We are at a loss to try to solve this problem if we remain on the level of that which is theoretical.

ISSUES IN CONTINUING EDUCATION FOR TEACHERS

WHY IS CONTINUING EDUCATION NECESSARY?

(a cocktail of homily, dialogue and invective, with a pinch of hemlock)

G.R. LAMBERT
Coordinator of Continuing Education Program
Faculty of Education, University of Western Ontario

> I have never worked in a coal mine, or a uranium mine, or in a herring trawler; but I know from experience that working in a bank from 9:15 to 5:50, and once in four weeks the whole of Saturday, with two weeks' holiday a year, was a rest cure compared to teaching in a school. (T.S. Eliot, "The Aims of Education", To Criticize the Critic, p. 62).

I don't know in what sense the celebrated American poet T.S. Eliot meant these words. Maybe he simply had discipline problems. Or maybe he recognized that the job of the teacher is exceedingly onerous, not only in the time and nervous energy demanded, but also in the knowledge and skills required to carry out the enormous responsibility given to the teacher by parents and society. However, Eliot perceived the demanding nature of the teacher's job, one conclusion is clear: the teacher can use all the help he can get. And this conclusion becomes a key consideration for the question that I want to examine with you: Why is continuing education necessary?

This question is deceptively simple. It is both an umbrella and a Pandora's box. It is an umbrella in that most other questions about continuing education can be sheltered beneath it. And it is a Pandora's box in that it opens up many contentious issues.

I have already suggested that the first answer to this question is that a teacher can use all the help he can get. In other words, teachers have certain professional needs that sponsors of workshops and courses can try to meet. Some colleagues of mine[1] have suggested that there are three types of such training needs identifiable as applying to professional teachers. "First, there is the need for what might be called...'survival-kit updating'--the preparation of teachers for a new program of studies, a new subject area, or a new administrative post." Workshops and courses designed to meet this first need might be called "switch courses", because they enable teachers to switch into new areas of teaching and administration. "Second, there is the need for refresher work in classroom practice. This includes expanding and deepening the teacher's knowledge of current developments in his subject and of curriculum theory and pedagogical techniques related to his subject." Workshops and courses designed to meet this second need might be called, not "switch courses", but "stay-and-grow" courses. "Third there is the need for continuing education in areas of general professional concern -- in matters of immediate interest and controversy, such as community involvement in the schools, and in long-term issues, such as the potential impact of new learning theory or technological innovation" or the importance of the new international values-education movement for every teacher in the school. Workshops and courses designed to meet this third need might be called, not "switch courses" or "stay-and-grow" courses, but "broad-perception" courses, for they encourage a teacher to develop a breadth of perception as to what education really means and as to what contribution his own teaching can have in the educational and social mosaic.

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[1] R. Gidney, P. Linden and G. Milburn, "Continuing Education: A Neglected Concept," in Douglas Myers and Fran Reid (ed.), Educating Teachers: Critiques and Proposals (OISE, 1974), pp. 69-77.

In regard to these three kinds of needs and their respective courses, it can be argued that we in education suffer from what I would call the "top-up syndrome". We all know very well that during the critical teacher shortages of the 1960's, the energies of all the agencies concerned with the initial education of teachers were largely devoted to developing an inevitably minimal level of professional competence. Was there an unintentional, hidden curriculum in all that feverish teacher training, and is the unintended lesson of those years still with us? Is it a fact that in the 1970's teachers by and large assume -- perhaps unconsciously assume -- that the object of continuing education is to keep their knowledge and skills topped up to about the level they had achieved when they first entered teaching? Is such an assumption reflected in teachers' perceptions of their needs in continuing education and in the types of courses offered in response to those expressed needs? In other words, are what I called the "switch courses" still designed to achieve only *minimum* competencies in the new area that the teacher has decided to switch into? Are the "stay-and-grow" courses that teachers are willing to attend again merely topping-up courses, as the often-used term "refresher courses" seems to imply? In practice, do teachers generally want courses that will take their knowledge and skill well beyond minimally acceptable standards? Do teachers really want what I called "broad-perception" courses designed to enable them to achieve a broader and deeper understanding of the educational process?

Perhaps what we need is not top-up courses, but overflow courses. And perhaps what we need as a profession in the 1970's is a richer understanding of what it means to be a teacher and, as a corollary, a clear appreciation that the administrative division into pre-service and in-service education is ultimately artificial and obscures the logical continuity of professional education. And when I say that *we* as a profession need a richer understanding of the concept "teacher" and a clearer appreciation of the continuum of professional education, I am thinking not least of the responsibility of the faculties of education, who, after all, get "first crack" at the new members of our profession.

Here endeth the first lesson. Let us now switch our course from homily to dialogue:

Socrates I take it, Solomon, that your lesson for us so far consists essentially in the idea that continuing education is necessary because teachers need all the help they can get; in other words, they have needs that can be satisfied by courses and workshops of three basic types (switch courses, stay-and-grow courses, and broad-perception courses), and you have raised the question whether the profession suffers from a myopic top-up syndrome, a kind of hang-over from the 1960's.

Solomon Yes, Socrates, that's more or less what I said.

Socrates Well, then, Solomon, it seems to me that you have implied a definition of continuing education. How *would* you define it?

Solomon That's easy, Socrates. I would say that continuing education includes all those activities and learning experiences that enable the educator to improve the learning of his students.

Socrates Say it again, Solomon. I want to be sure I heard you right.

Solomon I said that continuing education includes all those activities and learning experiences that enable the educator to improve the learning of his students.

Socrates I see. And so if a French teacher takes a course in French language or literature, or in the teaching of French, or in values education -- all these, Solomon, you would count as continuing education.

Solomon No doubt about it, Socrates, because they all should improve the learning of the French teacher's students.

Socrates Well then, what about a course in transcendental meditation for teachers?

Solomon Let's not be silly, Socrates.

Socrates I'm not being silly. Just last Monday, Mr. Bennet-Alder, an education officer in the curriculum development branch of the Ontario Ministry of Education, was quoted in the Globe and Mail[2] as saying that he had been a student of transcendental meditation for 2-1/2 years and that when he fails to meditate, he snaps at his four children and his one dog, and he suffers, and his work suffers. I presume that if he were still teaching, without transcendental meditation he would be more inclined to snap at his students too -- in French, of course, because he used to teach French. And so, you see, Solomon, a course in T.M. for teachers would fit your definition of continuing education for teachers.

Solomon As a matter of fact, Socrates, I saw that report in the Globe and Mail: it was a report on a symposium held in Toronto on the so-called Science of Creative Intelligence and Education, which uses T.M. as its technique. I remember that one participant at the symposium, a principal of an elementary school, said that he hoped to influence student teachers who came to him from the Faculty of Education at York University. I must admit, Socrates, that that principal evidently believes an introduction to T.M. should be part of initial training for teachers and so he would no doubt agree with you that a course in T.M. could be called continuing education too.

Socrates Well then, wouldn't you admit as well that any educators attending the symposium reported by the Globe and Mail were participating in their own professional, continuing education?

Solomon Yes, Socrates, I must agree.

Socrates Do you not agree as well that a course taken by the French teacher in jewellery making could be called continuing education for teachers provided that, like the T.M. course, in enables him to unwind in the classroom and be a better teacher?

Solomon Yes, Socrates.

Socrates And if a course in skiing achieved a similar beneficial influence in the classroom, this would be an example of continuing education?

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[2] Globe and Mail, Toronto, April 14, 1975, p.5.

Solomon I suppose, Socrates.

Socrates Or if our French teacher didn't actually take skiing lessons, but just went skiing instead? I mean, isn't that an "activity that enables the educator to improve the learning of his students" -- at least indirectly -- and that's your definition of continuing education.

Solomon Well, I suppose so, Socrates.

Socrates Isn't the same thing true if our French teacher doesn't even ski but spends his Christmas vacation guzzling beer in a ski lodge at the foot of a Swiss mountain? Isn't that continuing education of the teacher by your definition?

Solomon Now see here, Socrates, that's a pretty slippery slope you've taken me down. You're failing to distinguish between professional continuing education experiences, and personal continuing education experiences; in other words, there's a difference between experiences that develop a teacher as a teacher and experiences that develop a teacher as a person.

Socrates I grant the point, Solomon, but you agreed earlier that even experiences that develop a teacher as a person (his mental health, his freshness, his cultural richness) can have a beneficial influence on the learning process in the classroom and therefore can be included in continuing education for teachers.

Solomon Yes, I did agree to that because it follows from my definition. Perhaps I should change my definition.

Socrates No need of that, Solomon. Instead, let's agree that your definition is sound enough, but let's admit that a line has to be drawn somewhere down that slippery slope of yours.

Solomon I'll go along with that, Socrates, provided that you will leave the drawing of the line to the individual teacher. The individual teacher can best determine the value of a course, activity or experience in terms of classroom benefit. The only trouble, Socrates is that administrators may be asked to make this decision wholesale for teachers for budgetary or other reasons.

Socrates That's no problem, Solomon.

Solomon Why so, Socrates?

Socrates Just do away with all administrators, especially coordinators of continuing education.

Solomon I couldn't agree more, Socrates. I recommend hemlock.

Now, ladies and gentlemen, if the audience in front of me is truly representative of our profession, there will probably be a least one person here today standing on his metaphorical feet and crying out such thoughts as the following:

> "Lambert, you're a fool. No wonder your Solomon says all coordinators of continuing education should drink hemlock -- if you're any sample. Why don't you recognize the facts of school life? Number one: the answer to the question, Why is continuing education necessary? is simply that it isn't necessary. In this age of McLuanesque media and Penguin paperbacks I can get all the continuing education I want by turning on a switch or picking up a book, without going to any "switch course" or workshop organized by you or anybody else. And so, you're kidding yourself if you think teachers attend workshops and courses because they think they need them. Or are you going to say that teachers don't always know their own needs? That's a pretty tough thing to say in front of C.T.F.! Number two: the real reason teachers attend courses and workshops is that people like you push them into it by dangling promotion and salary and prestige in front of them. And if you don't believe me, remove all those carrots from teachers and then see how many of them would go in for what your Solomon called "professional continuing education". The proof of the pudding is in the enrolments: how many teachers who have reached the point in their careers where there are no more advantages of promotion and money actually choose to attend workshops and courses? One officer of a provincial teachers' federation suggested to me the number might be 5 to 7 per cent. And furthermore, Lambert..."

Ugh -- excuse me, Mr. Hector Heckler -- you see I recognize you from the last meeting we attended together. I think you've made some vehement points deserving of debate. But the organizers of this conference who (I assure you) did not substitute hemlock for their morning orange juice, would (I feel confident) prefer that we turn over your vehement points to the discussion groups who will be following us shortly...

The Ministry's View

J.K. CROSSLEY
Director
Teacher Education Branch
Ministry of Education, Ontario

There are four rather disparate and prosaic issues that I'd like to identify. They have to do with particular aspects of the continuing education of teachers, rather than with any general hypotheses. I suppose they reflect my point of view as a civil servant with particular responsibilities in the area of teacher education. None are new, or theoretical, or profound. If there is a common thread among the four issues, it is perhaps that each is an attempt to answer the question: "In what ways can teachers continue their growth as professionals?". I should add "given shortages of money, surpluses of teachers, inflexibility of administrations, and so on". And so I'm restating the question, to make it clear that I'm using continuing education in a general sense -- not in any formal way.

I should like first of all to attempt to categorize the continuing education of teachers into a tripartite structure that might be useful in thinking about certificates, diplomas or degrees -- in other words, credit for continuing your professional growth. I think that we should work around some such set of understandings as these in the next few years.

Continuing work in education may be divided into three general categories, roughly corresponding to the interests of three groups of teachers who may be identified among our colleagues.

There are the teachers who wish to move ahead academically into the M.A. and Ph.D. levels of work at university. This is a group of people who are fairly well-represented at the secondary level in most provinces, as far as the master's level at any rate.

In the next few years, I believe that this group will remain as a fairly constant percentage of the profession, with some increase as jobs become more difficult to obtain in the community colleges and universities because of declining enrolments.

There is another group of teachers, perhaps about the same percentage as the academically inclined, or possibly a bit more numerous, who wish to move ahead professionally through the Master of Education and Doctor of Education route. This group includes the administratively minded teachers, traditionally the young male principals, who are now finding out that with declining enrolments come static or declining job opportunities for principals, superintendents and other functionaries on the totem pole. There will be an internal shift in this group, I should imagine, away from administrative emphasis in the education degrees towards curriculum and psychology-sociology studies.

But my major interest is in the third of the general categories in continuing education -- the teachers who will continue with what I am calling vocational studies, for want of a better term. This group will be the largest of the three, probably larger than the academic and professional groups together. It will consist of teachers who have completed their basic education and their basic teacher training, and then take part in more education for a variety of reasons -- some good, some less virtuous, but none particulary long-range or competitive or global in scope. In this category I include diplomas, non-credit courses, interest courses, practical courses and special interest courses, all with the common denominator that they somehow contribute to the skills, knowledge and competence of the teacher. We should examine closely the role of the university in regard to this kind of continuing education. I personally doubt that all knowledge that we need to deal with in education, particularly non-verbal, or visual [illegible] praxiological, studies can be encompassed in the framework of universities as we think of them now.

Perhaps such a framework as these three categories is overly simplistic, but I'm from Ontario, and anyone who knows of the complexities that we call teacher certification in our province, will understand why I am looking for simple, or at least clear, structures. I hope that a consultative process, among federations, faculties, school boards, and the Ministry of Education can develop some such rational scheme, that will be understandable to the public, and to ourselves. As we build on the base of the undergraduate and first professional degree, we have a chance we should not miss to clarify our purposes in some relevant certification scheme.

A second way in which I think that teachers can continue their growth is through exchange. My thinking here is strongly influenced by the low birth rate and the declining enrolments in most school systems. For nearly all of my career the school system was expanding, with programs, and career opportunities at every step of the way. If you weren't a principal by age 30, in the 1950's, you quit teaching in the elementary schools! When we consolidated the school boards in 1969 in Ontario, some small secondary schools had as many as fifteen heads of subject departments out of a total staff of twenty teachers! But vertical mobility is not so nearly automatic now, and one drawback of large school boards is that seniority systems begin to operate, and teachers find it more difficult to move to obtain broader experience.

One partial solution to the need for varied experience, and to add variety and depth to a professional career based on service, is to exchange jobs. We've been working with this idea for some time now in the Ministry of Education. Education Officers of the Ministry have been on exchanges with teachers, principals and school board officials, I taught graduate work at the Ontario Institute for Studies in Education last year for six months. A professor from O.I.S.E. will come to the Ministry to work in the Supervisory Services Branch for six months this year -- we called that a deferred exchange. Some exchanges operate like dominoes -- one of our O.T.E.C. staff members to of a four-way exchange to take place this Fall -- college staff member to separate school board, school principal to regional office, regional education officer to Ministry headquarters. Who's on third?

It's surprising how inexpensive this form of continuing education can be, with ingenuity and a few basic rules (one rule of exchange must be agreement among all concerned that salaries and tenure are not affected by the temporary assignment, no matter how much more the other fellow makes!) And exchanges don't have to be glamorous moves to faraway places with costly travel -- the possibilities are almost infinite -- perhaps the various newsletters or magazines of the teacher federations could operate as clearing houses or brokers for those wishing exchanges. Exchange didn't work in the 1960's -- people seldom returned from secondments or exchanges -- we had enough money and growth to keep them!

And a third way in which teachers can continue their educational growth may never be available to all, but I believe that the role of the associate teacher is evolving into a more professional responsibility than before. At each faculty or college of education across the country, I think that there are, or soon will be, steps underway to include the practice teachers more intimately in the planning, offering and evaluating of programs for the pre-service preparation of teachers. There are some specially designed courses for teachers who assist student teachers at some faculties now, for example, the University of Windsor. There are more networks of advisory committees being set up. We held two conferences last month, sponsored by the Ontario Teacher Education College and the Ontario Teachers' Federation to begin the closer involvement of associate teachers in the programs of that college. It will surely contribute to the professional development of all concerned -- students, college staff, and associate teachers, to improve the carrying out of this shared responsibility to the beginners in the teaching profession.

Finally, I'll refer to a new development in Ontario which is likely not unique to us. We have nine regional offices of the Ministry of Education in our province -- our system is partly decentralized. Each regional office this year set up a Regional Professional Development Committee, with membership from the school boards, teacher federations, faculties and colleges of education, and the Ontario Institute for Studies in Education. A very small allotment of money was made to each committee, to be allocated for start-up activities. The general purpose of each committee is to coordinate some but by no means all of the professional development activities within a region. To carry out this purpose, the committees assess requests for courses, help school boards, faculties and the Ministry to determine needs, try to match resources with needs, and serve as an information exchange among the parties concerned. The committees have functioned for less than a year now, but their effect is noticeable already in the province. You might communicate with Bob Rist, Director of the Curriculum Services Branch of the Ontario Ministry, with regard to these committees.

There are interesting new roles in the future for the Regional Professional Development Committees. With the aid of computer terminals, or perhaps just filing cabinets and telephones, the information exchange function may develop into a resources bank service. Through the Committees, it may be possible to organize consortia of school boards, and of school boards and faculties of education, to offer courses for teachers not otherwise possible to fund or to find enough candidates for. And the Teachers' Federation is a full partner in the operation, with a proven track record of providing professional development for its members, and membership on all the committees.

And so these are four issues. Rather than presenting them as questions, I've offered them as predictions of the future. They all could be useful in enhancing the service of the teaching profession to the young people of this country and none of them costs much money!

The Teacher Association View

CLAUDETTE FOISY-MOON
Executive Assistant
Ontario Teachers' Federation

Mr. Crossley, I was very interested in one of the statements you made and I do have a solution for the problem. You mentioned the fact that certification was a great problem for the Ministry. I can assure you that the Ontario Teachers' Federation would be very interested in becoming a self-licensing body at any time.

It is rather interesting this morning to look around this room. I have a rather odd feeling, as if I were sitting in the lions' den and they were about to go out and prowl for their food. I look around the room and I see the faces of some very distinguished Canadian educators who are working very hard in all kinds of areas in teacher education. And I wonder what on earth am I doing up here when so many of you have so many eloquent things to say and have so much more experience in dealing with many of these areas. However, I do have some thoughts and I have a lot of concerns.

My real criticism today is not for the Ministry, nor for the faculties of education, but for the teaching profession in Canada. I'm directing my words particularly to the teachers' associations, and to those people in them who are responsible for formation of budgets and programs. What's happened? Teaching the teacher to learn, and not necessarily to teach, has become an avocation of the educational world. Its disciples and benefactors display their wares in varying guises, called by many titles -- up-grading, professional development, life-long learning, and of course, continuing education. The samples of their wares are very enticing. Beautiful brochures cross my desk every week, lovely paper, beautiful pictures, artistic design, the best in advertising, and they're on your desks and they're on mine. And they have such interesting courses to offer -- mini-teaching, micro-teaching, macro-teaching, science at the junior level -- second term, integrating ballet with rock and onward and up. We also have a whole dialogue now surrounding all of these words, a dialogue which is often little more than a superficial way of saying something that really can be said in a very simple sentence. And there are all these big long buzz words. There's a whole smorgasbord of them -- thrust, interface, potential administrative leadership, O.D.

Today everybody's got a new name and a new title. I remember when I got my arts degree, it took about four years of extramural work and summer courses. And boy was I proud the day I could write "B.A." after my name. Now we have everybody introduced as "this is Mac so and so, he's an M.Ed. Admin". There are too many Mac so and so's who are M.Ed. Admin and not enough Mac's who are a lot of other things. She's an M.A. C.I.R. and D. I don't know what that qualifies her for, but....

We also have whole new departments springing up and devoting time, energy, person-power, and money to promote, sell and increase our dependency on their services. Continuing education centres, they're beautiful. PD organizations, federation courses, faculties of education, and of course, our departments of education. What a marvelous market we are, all 200,000 of us across Canada. In a few weeks, thousands of us will flow like a rising tide to the universities, the schools, and the camps for indoor and outdoor education. Our writing boards in one hand, and at the end of the course our little certificate in our other hand, to show our boards that we have up-graded and therefore a little more silver must tinkle. Not because we've shown any greater competency in our skill -- teaching. Not because we have so awe-inspired our students that they are now drinking deep from the Pyrian Springs, but because we have a little piece of paper in our hand, duly computerized and IBM noted. Have we been inspired? Have we been awe struck? Do we feel more competent? Apparently we are not even able to decide whether we need to feel more competent. Are we being sold a bill of goods by our own profession as well as others?

If I seem to be taking a somewhat facetious view of the whole area of continuing education, I do so with great concern and the utmost sincerity. Many topics will be discussed at this conference. The M.Ed. programs, relationships of various institutions to each other, ways of recognizing in-service work, diplomas in education, all of these traps and trimmings. Teachers engage in a great variety of education activities; seminars, conferences, professional development days, but all of these activities apparently are fragmented. In order to bring about the changes necessary so that teachers can continue to do their job effectively, may I suggest that these questions be asked: How are teachers involved in the decision-making regarding their future in teaching? Are we as professional associations providing adequate career counselling and making those services available to our teachers? Should compensation be so closely tied with up-grading? Have teachers' associations given too much emphasis to protective services and allowed outside agencies to take over professional services? And have they done this to the detriment of the profession? Those are the questions I would like to leave with you to consider. Because I feel that, if we do not take hold of the growing problem of continuing education, we cannot as a profession hope to participate fully in improving teacher education or indeed of proving our competence to be responsible for education decisions in any form.

QUESTIONS FOLLOWING

PANEL PRESENTATION ON ISSUES IN CONTINUING EDUCATION FOR TEACHERS

Question

I'd like to ask the last speaker if there are any places where career counselling for teachers has been implemented, even in a beginning way.

Foisy-Moon

From my experience I would have to answer that there are a few places I know of in the United States and in Britain where this is done, but I'm not aware of it here in Canada, and certainly not in Ontario. It is done on an individual basis, but not in a formalized way, I'm afraid that that's why we have this problem, where so many people are taking administration degrees when we have so many other needs.

Question

May I follow it up by asking who you see as being most capable of providing such a service.

Foisy-Moon

I see it as a service that should be performed by the teaching profession itself, by the teachers' associations.

Question

Is that pre-service, in-service or at what point in time? I suppose you could counsel into some other profession or some other field of endeavour as an in-service activity, but....

Foisy-Moon

At this particular point I was thinking of it as in-service, after certification. There are such a diversity of things that can be done in education. Yet if you look at the kinds of things that are happening, you find that the predominance of enrolment in university post-degree programs is in the administration courses. Yet there is a very limited number of people at this time who can aspire to the position of vice-principal, principal or superintendent. This summer, in Ontario we will have a thousand or so people attending the principal's courses, and quite frankly they haven't got a hope in hell in getting a job.

Question

You mentioned there are approximately 1000 people taking principal's courses or administrative courses in Ontario. Are not many of these people already in these positions? Would you have a number?

Foisy-Moon

My understanding is that they don't necessarily have positions. Maybe Bob Rist can answer that better. Are people in principal's courses generally already holding that position?

Rist

A great many of them are.

Foisy-Moon

But there are only 4500 principals in the province so if you go five years and you have 5000 go through you're pretty well through that.

Question

I'd like to ask Kelvin Crossley about the very interesting statement he made in his second part of continuing professional growth. We had a little problem with the Calgary Board of Education, just as we were holding our Annual Meeting about the exchange of jobs within education. When you talked about exchanging jobs within education I wasn't sure whether you mentioned anybody going back to the classroom. But of course then it comes down to the economics again. Does a principal of a forty-teacher school, earning $35,000, go back to the classroom and earn $20,000 for the year he is in the classroom, and vice versa, does the $20,000 classroom teacher go the Ministry and get $35,000? I thought you mentioned there was no problem regarding money.

Crossley

If you are going to do it, and have any luck with it, you must have either implicit or explicit agreement that you leave money out of it. We have had $28,000 people doing $14,000 jobs in the last couple of years in the province, and the opposite too. We just simply take the bull by the horns -- is the experience worth it or isn't it?

Question

One of the things I'm hearing from members of the panel is that teachers have a commitment to on-going professional education. My own experience, however, has been that when teachers phone up to ask about a course their major interest is in "how much work do I have to do to obtain a B". The emphasis seems to be on a maximum return for a minimum investment. I would like to ask all three members of the panel what they feel their sector of the educational system is doing to begin changing this attitude.

Lambert

It seems to me that it logically should follow that all anybody can do is make the course or workshop that teachers will come to as interesting and appealing as possible and hope that that will have some impact on human nature, which of course too frequently takes the form of "what's the least I can do for the maximum benefit?"

Comment

I don't believe that most people go to various education courses, whether they be formal or less formal, looking at the minimum they need to do. If that attitude exists, it's because they're bloody well tired and they feel that they're being pushed into doing some kind of extra work. And then they're saying I'm so damned tired I can hardly do it. But I've got to do it, so what's the minimum I can get by with. I don't think it is a question of changing human attitudes. I don't think human beings are like that. I think it's a question of changing the conditions under which they are required to work.

Crossley

I think you are perfectly right. But this attitude, which is real and which exists, is partly a product of human nature, and it is partly a product of the administrative requirements, the systems, and the attitudes and expectations that we build into the system. And the human reacts in that way to some of the pressures put on him. I'm not sure they're always realistic.

I'm glad to see that Claudette suggested that the counselling function should be done by the profession itself. It can't be done by those of us who have vested interests with other goals in mind, other purposes, or we'll start shoving the individual around to meet our own interests. Currently, one of the problems is that, now that the high schools have worked their way out of having too many Latin teachers in Ontario, the problem has hit the universities and they don't know what to do. So they're mounting campaigns to steer people in there, to what end, so that they'll become Latin teachers in the non-existent courses in high schools? This is what I mean when I say administrative pressures come in and breed these attitudes.

Question

The one thing that perhaps we're not looking at is the social condition under which this is supposed to be operating. A gentleman over here asked, how come people wanted to know what sort of minimum investment they could make in order to get a maximum return. I think we forget that all of downtown Vancouver operates on that principal. How do we fight that kind of attitude, or should we? I don't know the answers there. Where do we get rewards within the teaching profession? We get them by getting out of teaching. It seems to me you've got to change the very nature of the reward system before you're going to be able to change these problems.

Foisy-Moon

I'd just like to respond to that by saying that I don't know whether you saw some recent statistics that came up about work days lost by various countries, but on a percentage basis Canada was the second worst in the world in terms of time lost from work, just people taking days off. So it is not just a teacher problem we are talking about. I think it is a national apathy towards work that we are talking about.

Crossley

I think we're suffering in education from a little too much of that kind of mentality. We had about five years of constant reorganization, a search for new administrative patterns, underneath it all was the business ethic, with which I have no quarrel, but which simply doesn't apply in education. Our business is values, goals, and purposes. If we try to give all our answers in terms of strategies and techniques and operational style, we'll end up with exactly the problems they have in business; and I think we're partly down that path now. It is highly significant that there is a beginning of a move away from all this emphasis on administration in the graduate studies toward curriculum, psychology, and sociology. Those are the things that are more closely aligned with our purposes. I think, to try and say it all in one sentence, that we do get all our rewards from the kids.

Lambert

I would just say that I think we are perhaps guilty of some enormous generalizations. Perhaps we should pick up Dean Horowitz's statement that it isn't necessarily an either/or situation. On the one hand, certain social factors, the total impact of our upbringing, cause us to be the way we are. But I don't think it's a case of human nature saying we're looking for the easy, cheap way out or human nature not saying that we're looking for the easy, cheap way out, I think there is a middle ground. Some people sure as hell are looking for the easy way out, and I think we're putting our heads in the sand if we come up with some kind of motherhood statement that says we're all one hundred percent goody people. It just isn't that way. We're a mixed bag and so I think this enormous generalization isn't really quite appropriate.

Comment

As one of the few classroom teachers here I would like to say that there are more specific and less general things that can be done to counter that attitude. Where I have encountered it, it's where teachers with a genuine interest in their own growth have registered for a course that on paper looks as though it is going to meet their needs. Then they spend their summer school hours in a situation where anything they learn they learn from the other participants and not from the professor who in theory is providing the course. Let them have one or two experiences like that and then they'll make the kind of phone call that has been mentioned saying, "Hey I need another three credits. What can I do to get them the easy way, because I've been so disillusioned by the ones that I've taken".

Lambert

I believe that goes on; I wouldn't dispute that at all. But again I think if we make that the total statement we're really missing the mark. I think that just as surely as there are rotten courses taught by incompetent people at universities, so are there teachers who are looking for the easy way out no matter how good that course is. It's a mixed bag.

Comment

It seems that what is emerging here is the idea that we are putting the emphasis on the wrong syllable, as they say. The trend up to the present time has been that if we want to hire someone we get someone with high paper qualifications. The world out there that has been referred to seems to be going in the other direction, in recognizing commitment and ability, perhaps along with or even without paper qualifications. A little story comes to mind to illustrate that. It's the girl who came home from college and said to her very wealthy influential father, "Daddy I ain't a virgin any more". And he almost had a stroke. Then he said, "Look, Daisy, I've sent you to the best of schools in the country and I've spent hundreds of thousands of dollars on you. I've done everything that I could for you and in spite of all that you still say 'ain't'".

Comment

I'm here because I ran into a very interesting situation regarding teacher evaluation and formed a committee and became Chairman of that committee. Evaluation seems to lead to everything else, including teacher education. I have a story which to me symbolizes the differences between those who do and those who watch and criticize. In our school we have a very talented art teacher who has taught about five or six years, and a not so talented vice-principal. He came into her classroom one day and said I'm here to evaluate you. She was very busy with her students but she said fine. She was going around to the students individually, talking to them and commenting on their work. So after ten minutes of this rather boring procedure the vice-principal said, "I'll come back some other day when you're teaching".

Question

It was mentioned in the conference this morning and it came as a surprise to me that in the different provinces where they have tried coordinating different activities they did not have too much success. It was also mentioned this morning that the people who are interested in professional development are the associations, the departments of education, and the teachers at the district level. I would like to have the opinions of the panel as to what type of structure could be built in order to make sure that there is no duplication. It seems to me that there is room somewhere for some type of coordination among the different agencies that are interested in professional development.

Foisy-Moon

I think there are two parts to that question and I'm not sure which part you want to refer to. One is the coordination of groups of people and the other is duplication. I think you'll have to explain to me first what you mean by duplication.

Question

I hope I have it straight in my mind too. By duplication I mean that if the statement is acceptable that the teachers' associations, the superintendents at the district level, and the departments of education are interested in helping the teachers to be able to work on new programs, then, if there is no cooperation between the different agencies, there could be duplication, because nobody would know what the other was doing.

Foisy-Moon

I think that is something that we have suffered from a lot, the fact that there has been duplication. One of the reasons we have regional PD organizations working around the province of Ontario is to help to avoid some of that duplication. But there is another whole area that has to be looked at, and that is the multiplicity of summer programs that people never hear about. We need a centralized source of information, so that if I want to take a course in such-and-such I can find out where it is being given. I don't think that kind of service is available to us yet.

Crossley

To pick up on what Claudette is saying, we're hoping that the regional professional development committee will begin that function of exchanging information, perhaps across the province. There have been one or two attempts in the province to start the thing centrally. But it doesn't work centrally, because in the back of our minds is our remembrance of bad experiences with things that were started at the top and were supposed to filter down. We think this approach is going to work precisely because it is out there where the real action is. We'll put up with a little duplication in the first few years in the hope that by having it closer to reality we can achieve a better assessment of needs and then establish a communications network that will achieve this other purpose of being a resource bank. I thought the question earlier this morning was more related to grandiose provincial committees and boards and that sort of thing, with which there is an interesting point to be made, whether they are really inhibitors or enhancers of action.

Lambert

I could just add from my experience on two of the nine regional professional development committees that Kelvin Crossley referred to earlier. I think that they are very promising enterprises, but I am not sure that they really get at the problems described. Even within one of the nine regions not all activities going on in that region at the present time come to the attention of the regional professional development committee. They certainly come to the attention of the committee if the groups sponsoring them want to get some financial support but otherwise they might not come to the attention of the committee.

In fact sometimes there is duplication, but that isn't solved totally as yet. Perhaps it is our fault for not being more geared up and more in touch with what is happening within the one region.

Crossley

Could I say, though, that that is deliberate, very deliberate on the part of the Ministry at this time. They do not want even regional centralization. Consequently it was hoped that this year particularly, and for the next few years, by no means all of the professional development going on in a region will be known to the committees, financially or otherwise, until it is firmly established that one of their basic purposes is communication rather than control.

Lambert

Yes I think they are the key words but I would hope that having knowledge of what is going on accessible to anybody who wants to know would be seen as a highly desirable objective. Whether they ever get to the computer I don't know; perhaps that would be the ideal way of doing it eventually.

Question

I wonder if the panel would care to comment on whether they see educational research as having a contribution to this kind of problem. My experience within our own province is that so much of what we are talking about is based on opinions, experience and perhaps good logical thought. But I have great difficulty in knowing whether or not the opinions are valid, whether or not we're sometimes rationalizing as desirable ideas which we've arrived at by some kind of divine intuition. I don't know if research exists in this area and whether or not it might be worthwhile looking at what it might address itself to in the way of identifying problems, and identifying effective responses to those problems.

Moderator

I think we could go on from there in our discussion groups this afternoon. Thank you members of the panel.

PROBLEMES ET QUESTIONS A DEBATTRE DANS LA FORMATION PERMANENTE DES ENSEIGNANTS

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Les quelques lignes que je vous présente ont été rédigées rapidement et dans une période de l'année qui est très agitée à mon bureau. Elles sont donc plutôt décousues et pourraient avantageusement être retravaillées en ce qui concerne leur présentation. Les idées qu'elles veulent exprimer devraient également connaître un processus de maturation afin de se nuancer, se préciser et même se corriger quelque peu. Il s'agit, en effet, de ma perception actuelle de la question qu'on m'a demandé d'étudier dans le contexte de ce congrès, à savoir: la langue française, responsabilité politique ou responsabilité des cadres politiques ou culturels? J'ai essayé de capter un peu au vol mes idées sur ce sujet et de vous les transmettre au meilleur de mes capacités dans des délais possibles.

A cause des conditions dans lesquelles ce texte a été rédigé, je me permets de partager avec vous le contexte dans lequel ces idées me sont venues. Je viens d'abord de terminer mon mandat comme Président de l'Association Canadienne-Française de l'Alberta, mandat qui a duré en fait à peu près deux ans et demi. Ce mandat m'a sensibilisé non seulement aux problèmes des Franco-Albertains, mais également à ceux des Associations semblables dans toutes les provinces canadiennes. Un rôle relativement actif au sein de l'A.C.E.L.F. m'a permis d'approfondir mes connaissances des Canadiens français dans tout le pays et, plus particulièrement, de ce qui se fait au Québec. Je ne voudrais pas toutefois exagérer l'étendue de mes connaissances surtout du Québec, la situation étant très mouvante. En plus, comme Doyen d'une institution universitaire, qui se voudrait particulièrement responsable de la préparation des futurs maîtres et, au moins partiellement, du développement professionnel des enseignants français, j'ai eu l'occasion, à plusieurs reprises, de réfléchir à la question. Néanmoins, l'institution attend toujours l'accès officiel aux ressources nécessaires afin de se lancer sérieusement dans la préparation des futurs maîtres et ce n'est que depuis deux ans que certains fonds sont disponibles pour le développement professionnel. Aussi n'en sommes-nous qu'à nos débuts dans cette orientation. Les hypothèses que j'avancerai ne sont donc encore que des hypothèses et, si les circonstances nous permettent de les vérifier, il faudra les ajuster substantiellement. Je suis donc particulièrement heureux de vous les soumettre pour discussion; c'est moi qui risque d'en tirer le plus grand profit.

Sans ambiguité, je vous propose que la langue française relève surtout de la responsabilité des cadres et, plus précisément, des enseignants. Cette prise de position traditionnelle me paraît encore valable, mais pour des raisons plutôt différentes et qui changent radicalement le sens de la proposition. Dans le passé, on a voulu dépolitiser l'enseignement du français. On le voyait comme une réalité spirituelle, culturelle, religieuse même, et qui devrait revêtir une certaine transcendance à l'égard de la politique. Or, si la thèse reste vraie, c'est que l'éducation, elle, doit devenir politique. Il est de toute première importance que les enseignants perçoivent cela et s'engagent dans une dimension politique.

Cette vision de l'enseignement pouvait être radicale il y a quelques années, mais je m'imagine que, pour la plupart d'entre vous, elle est déjà au moins quelque peu connue. La question n'est sûrement pas résolue et je voudrais esquisser rapidement l'arrière-plan de cette pédagogie.

Au point de départ de cette conception renouvelée de l'enseignement, il y a une constatation globale: une crise de la civilisation occidentale. Il suffit de penser aux événements en Indochine; le calme et même le soulagement avec lesquels l'Amérique du Nord a accueilli la victoire des Communistes sur les forces censément démocratiques soulignent que nos valeurs "démocratiques", notre système économique et politique, notre vision du monde, capitaliste et occidentale, sont profondément remis en cause. Il n'y a aucun doute que la vaste majorité des Occidentaux ne croient plus à la sainteté du capitalisme, de la libre entreprise, de la démocratie à la Roosevelt, surtout lorsqu'il s'agit de les exporter -- mais même pour la consommation interne. Il ne faut pas croire, par ailleurs, que cette remise en question provient d'un changement dans nos idées, mais tout simplement parce que notre système ne fonctionne pas comme prévu. Les Américains ont connu la défaite des mains des Vietcongs. Lorsque le Québec a abandonné le système des collèges classiques, du latin et du grec comme matières obligatoires pour ceux qui poursuivaient leur études, le Québec reconnaissait tout simplement un état de fait. Cette formule d'éducation, développée au 17ième siècle, ne répondait plus aux besoins du 20ième. Le même phénomène se reproduit lorsqu'il est question d'exporter le nouveau système: celui sur lequel a voulu se modeler la Commission Parent. La victoire des Communistes en Indochine nous rappelle évidemment la révolution culturelle en Chine, révolution qui a sonné le glas pour toutes nos exportations culturelles et éducationnelles. En plus, ce nouveau système d'éducation subit une contestation de l'intérieur. Ainsi, par exemple, les développements au sein de la C.E.Q. prônent une orientation dans l'éducation autrement plus politisée et gauchiste que la Commission.

Il serait tragique si les enseignants devaient ignorer la crise de civilisation ou de culture par laquelle passe actuellement la société occidentale. Même les zones les plus prospères de cette société sont tiraillées par la dynamique qui veut que les riches le deviennent davantage et que les pauvres deviennent plus pauvres. Malgré l'isolement relatif des problèmes planétaires (pollution, disette, guerres, population), dont jouit le Canada, ce dernier reste sujet à ces forces. Nous nous devons de devenir toujours plus sensibles à ces dimensions de notre société. Emousser notre perception serait ronger de l'intérieur notre capacité de présence aux enfants et aux jeunes dont nous assurons l'enseignement.

En effet, il est important de se rappeler que les enfants et les jeunes jouissent d'une sensibilité autrement plus développée que la notre a l'égard de cette crise de cultures et de valeurs. Comme ils doivent construire toute leur existence dans cet avenir menacé, à mesure qu'ils émergent de la famille, les simples exigences de l'auto-défense les amènent à ne pas se camoufler le sérieux de ces remises en question. Il y va donc de dimensions essentielles à la profession de l'enseignant que de pouvoir se situer devant la situation d'ensemble de notre civilisation.

L'enseignement ne peut pas échapper au moins aux retombées de cette crise de culture. Soucieux d'un enseignement renouvellé, nous avons donc tous à chercher de nouvelles approches.

Je me rappellerai toujours une expérience vécue en Afrique. Un Africain, admirant le fait que son enfant savait lire, s'enthousiasmait parce qu'il avait fait parler le bois (le bois ici était évidemment le papier). Daniel Berrigan a utilisé l'expression analphabétisme en parlant de notre incapacité de percevoir la crise de culture que nous vivons. Il a utilisé cette expression en se référant au processus de conscientisation comme méthode pédagogique, méthode développée particulièrement par Paulo Freire en Amérique Latine et depuis largement répandue sur ce continent.

Cette philosophie de l'éducation prend ses racines dans le mouvement traditionnel en Amérique du Nord de démocratisation de l'éducation. Vous savez aussi bien que moi à quel point on nous a rebattu les oreilles avec le potentiel de l'école publique, instrument par excellence de la mobilité sociale, instrument d'unité nationale et de démocratie, par opposition à l'élitisme et au caractère aristocratique et médiéval de l'école privée. Si certains ont participé aux luttes des écoles confessionnelles, ils se rappelleront les plaidoyers, les dénonciations et les périodes qui voulaient l'imposer universellement. La conscientisation reconnaît cette idéologie de la démocratie, mais perçoit par contre à quel point l'éducation tradionnelle ne libère pas l'étudiant des forces sociales qui conditionnent la démocratie. Ainsi, malgré l'école publique, la dynamique qui protège les riches et exploite les pauvres n'a pas cessé pour autant.

Par conséquent, l'éducation pour une démocratie authentique se doit de devenir une éducation pour la libération de l'homme. Aussi en essayant d'enseigner aux analphabètes comment lire et écrire, on devait d'abord découvrir les mots clés qui représentaient à la fois leur situation d'opprimés et leur possibilité de libération. Ainsi, dans un contexte rural, le mot "eau", significatif d'une réalité vitale contrôlée par les grands propriétaires, serait privilégié. Le contrôle de l'eau représente un contrôle de la vie. Apprendre à lire et à écrire a du sens dans la mesure où cette compétence devient un instrument de transformation des réalités opprimantes en réalités libératrices. L'alphabétisation suppose une connaissance du contexte social, politique et économique, afin de changer les chaînes d'oppression en leviers de libération. Les mots qui ne font parler que le bois appartiennent à une langue morte.

On m'excusera si je répète que nous ne pouvons pas nous permettre d'ignorer la "conscientisation" en Amérique Latine, ni la Révolution culturelle en Chine: deux mouvements pédagogiques qui placent la conscience politique et sociale au coeur même du processus éducatif. On nous propose en effet d'apprendre à lire la langue vivante du monde dans lequel nous vivons ou, en termes plus concrets, les forces actives qui nous déshumanisent dans nos relations avec le monde matériel et avec d'autres hommes. Ou encore, s'il est vrai que l'alphabétisme procède très rapidement quand il fait partie d'un mouvement de changement social, ne devons-nous pas regarder de très près toutes nos activités pédagogiques.

Evidemment, il ne nous est pas facile de transposer en pays industrialisé et prospère une "pédagogie des opprimés". Aussi, faire intervenir les schémas d'analyse de l'oppression du marxisme classique se heurte à deux obstacles majeurs: le premier provenant de l'existence nouvelle de nations dont la très grande majorité est prospère, et le deuxième: l'échelle planétaire des dynamiques. C'est un terrain peu sûr que celui dans lequel on transpose la dialectique historique d'une nation ou d'une civilisation dans les relations internationales. C'est donc avec modestie qu'il faut procéder.

Néanmoins, il me paraît utile de réfléchir aux dimensions suivantes. L'enfant et le jeune devront apprendre à découvrir les forces sociales et politiques qui l'oppriment. Aussi longtemps que nous n'apprenons pas à nous situer face aux objets matériels et face aux personnes dans une relation d'inter-subjectivité, relation qui définit l'homme par sa créativité et non par son caractère de consommateur ou d'objet, notre éducation sera déshumanisante. Cela suppose évidemment un apprentissage constant du métier d'homme politique.

Cette hypothèse d'orientation dans le développement professionnel des professeurs me paraît encore plus valable chez les professeurs français. Récemment, j'assistais à un congrès de professeurs de français, dont le thème était l'identité culturelle. Au cours des divers exposés, un socio-linguiste, après un exposé indiquant les pressions sociales qui militent contre le français en Amérique du Nord, proposait comme solution que l'on enseigne le français maintenant comme jadis l'on enseignait le latin, c'est-à-dire comme une langue morte. Je pense, du moins j'espère, qu'il n'était qu'à moitié sérieux. Sa remarque toutefois souligne à quel point le français comme langue et comme culture est menacé en Amérique du Nord.

Il y a donc, au coeur même de la culture canadienne-française, ce caractère de minorité. Il n'est pas question évidemment de maudire les Anglais ou les Américains ou les Juifs. Il ne s'agit pas d'une oppression pensée, voulue, méchante, orchestrée par quelques vilaines personnes à Ottawa ou de la rue James ou même de Wall Street. Pas plus que nous, nous voulons faire crever de faim les pauvres en Afrique ou en Asie. Il y a tout simplement une dynamique sociale, culturelle et politique qui nous entraîne dans un processus de massification. Ce n'est pas, à proprement parler, une question de morale, mais une question de civilisation ou, si vous voulez, de morale structurelle.

Vider la culture canadienne-française de cette dimension minoritaire, c'est le même jeu que de la réduire à la ceinture fléchée ou à la cabane à sucre, à savoir à du folklore. Dans cette perspective, l'enseignement se doit d'être au coeur de l'action politique et le développement professionnel se fera par l'initiation de l'action politique.

N'oublions pas que l'histoire de l'éducation française au Canada est tout à fait particulière. Dans la mesure où elle a existé, elle a été véhiculée par l'Eglise et le monde clérical. Nous avons tous connu sans doute l'adage "qui perd sa langue perd sa foi". Heureusement, la conscience collective a dévoilé à quel point cette tutelle cléricale camouflait une oppression spirituelle et que l'organisation ecclésiastique exploitait les Canadiens à ses propres fins. Sachons reconnaître toutefois, dans le caractère missionique du catholicisme québécois, cet élément de refus du système politique, refus analogue au refus de Marcuse, qui caractérise tout mouvement de changement social. Il est éclairant pour notre sujet de trouver cette coincidence entre l'Eglise et les mouvements progressistes en Amérique Latine par exemple et dans un des derniers volumes de Roger Garaudy, le protagoniste par excellence d'un marxisme humaniste.

Notons que, malgré la Commission Royale Laurendeau-Danton, nous serions les plus naïfs parmi nos concitoyens si nous remettions nos destins entre les mains de nos gouvernements. Les forces politiques n'ont pas pour autant changé dans leur nature fondamentale. Les relations opprimé-oppresseur continuent à marquer au fer rouge toutes les activités sociales et politiques. D'ailleurs, une démission de notre part ne pourrait que faire de nous des objets contrôlés par les forces sur lesquelles nous n'avons pas d'empire, en d'autres termes, nous déshumaniser.

Il est certain que cette conception de l'éducation permanente chez les enseignants risque d'en exclure plusieurs. Nous avons beaucoup d'enseignants pour lesquels cette profession ne représente qu'un gagne-pain. Obtenir cette participation active dans le maniement des forces qui contrôlent leur existence ou même seulement leur existence personnelle représente une rupture radicale avec la société de consommation. En plus, cette action risque de se heurter à de très nombreux pièges, dont le moindre n'est pas la puissance de récupération des forces en place. Etant donné le contexte canadien-français, toutefois, je me demande si nous avons beaucoup de choix. C'est peut-être une chance à ne pas rater.

STRATEGIES POUR LE PERFECTIONNEMENT DE LA FORMATION PERMANENTE DES ENSEIGNANTS

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L'auteur de ce document propose dans les quelques pages qui suivent le truisme évident mais trop souvent négligé que le COMMENT de la formation permanente des enseignants est déterminé par la nature des changements qu'on souhaiterait observer chez le client concerné.

Le cheminement du document trace les pas suivants:

D'une brève revue de la recherche sur la formation des enseignants, l'on passe à une description de la "Formation des maîtres basée sur les compétences" (CBTE), pour ensuite considérer une stratégie (dans son entièreté et dans certains de ses détails) pour le développement permanent des enseignants basé sur des compétences.

Revue de la recherche sur la formation des maîtres
(Peck et Tucker, 1973)

1. En 1964, Collier notait que très peu d'études sur la formation des maîtres étaient de nature expérimentale.

2. Denemark et Macdonald, en 1967, faisaient la même constatation. Par exemple, ils ont trouvé qu'on affirmait que la partie académique de la formation d'un professeur est nécessaire à sa performance en classe, mais qu'il n'y avait pas de recherche empirique pour appuyer cette affirmation.

Tous les partis étaient aussi d'accord que les stages surveillés sont un excellent moyen de formation, mais il n'y avait que trop peu de recherche empirique clarifiant pourquoi, comment ou surtout précisément quelles pratiques font croître le stagiaire de façon définitive.

3. Il y a un essor important, depuis quelques années, dans les recherches empiriques dans le domaine de la formation des enseignants, autant à l'étape pré-service, qu'une fois que le professeur est en exercice. On pense ici aux travaux de Flanders, Allen, Amidon, Gage, et Rosenshine.

Quelques conclusions découlant de la recherche actuelle

1. La méthode des systèmes quant à l'éducation permanente des enseignants rehausse de beaucoup son efficacité.

2. Ceux qui ont la charge de l'éducation permanente des enseignants devraient manifester eux-mêmes les compétences et comportements qu'ils veulent faire adopter par les stagiaires.

3. Une implication directe dans les compétences à maitrîser, produit l'effet désiré plus efficacement qu'une expérience plus abstraite. On pense ici au micro-enseignement, au minicours, ou d'autres exercices de simulation intensive.

4. Il est possible et souhaitable que l'enseignant d'initier lui-même un programme auto-dirigé et auto-didactique.

5. Les méthodes traditionnelles de former les enseignants ont quelques-uns des effets voulus, mais ils ont aussi des effets indésirables.

6. La recherche démontre de plus en plus la validité de l'utilisation de la mesure de la croissance chez l'élève comme critère ultime de n'importe quel processus de formation de l'enseignant.

Formation des maîtres basée sur la compétence

De pair avec ces données, il y a un mouvement vigoureux et d'importance majeure qui a connu une croissance très énergique depuis 1971. Ce mouvement pourrait marquer tout le domaine de la formation des enseignants (pré-service et éducation permanente) de façon très profonde. Ce mouvement est connu du nom: Competency-Based Teacher Education (CBTE). Ce qui lui donne sa crédibilité, c'est qu'il est axé sur la performance, c'est-à-dire que les dites "compétences" sont des comportements observables et assez souvent mesurables que le professeur doit manifester pour remplir son rôle.

Quelques caractéristiques du CBTE
(d'après Roth, 1974)

A. Compétences:

1) Les compétences sont décrites en termes de comportements spécifiques.
2) Les compétences sont caractérisées de critères de performance qui permettent une évaluation précise.
3) Les compétences décrivent la gamme complète de responsabilités de l'enseignant.
4) Elles découlent d'une analyse complète du rôle du professeur.
5) Elles sont soumises à un processus continuel de validation.

B. Evaluation:

1. Cette opération se rapporte directement aux compétences.
2. Les critères sont spécifiques et connus des partis concernés.
3. L'évaluation est basé sur la performance et elle vise l'objectivité.

C. Instruction individualisé dans le développement des compétences.

Stratégie globale pour le perfectionnement des maîtres

Faire l'inventaire des besoins

- instruments scientifiques
- approche détermination des besoins (Needs Assessment)
- surveillance formative

axé sur les compétences pédagogiques

Analyse des données

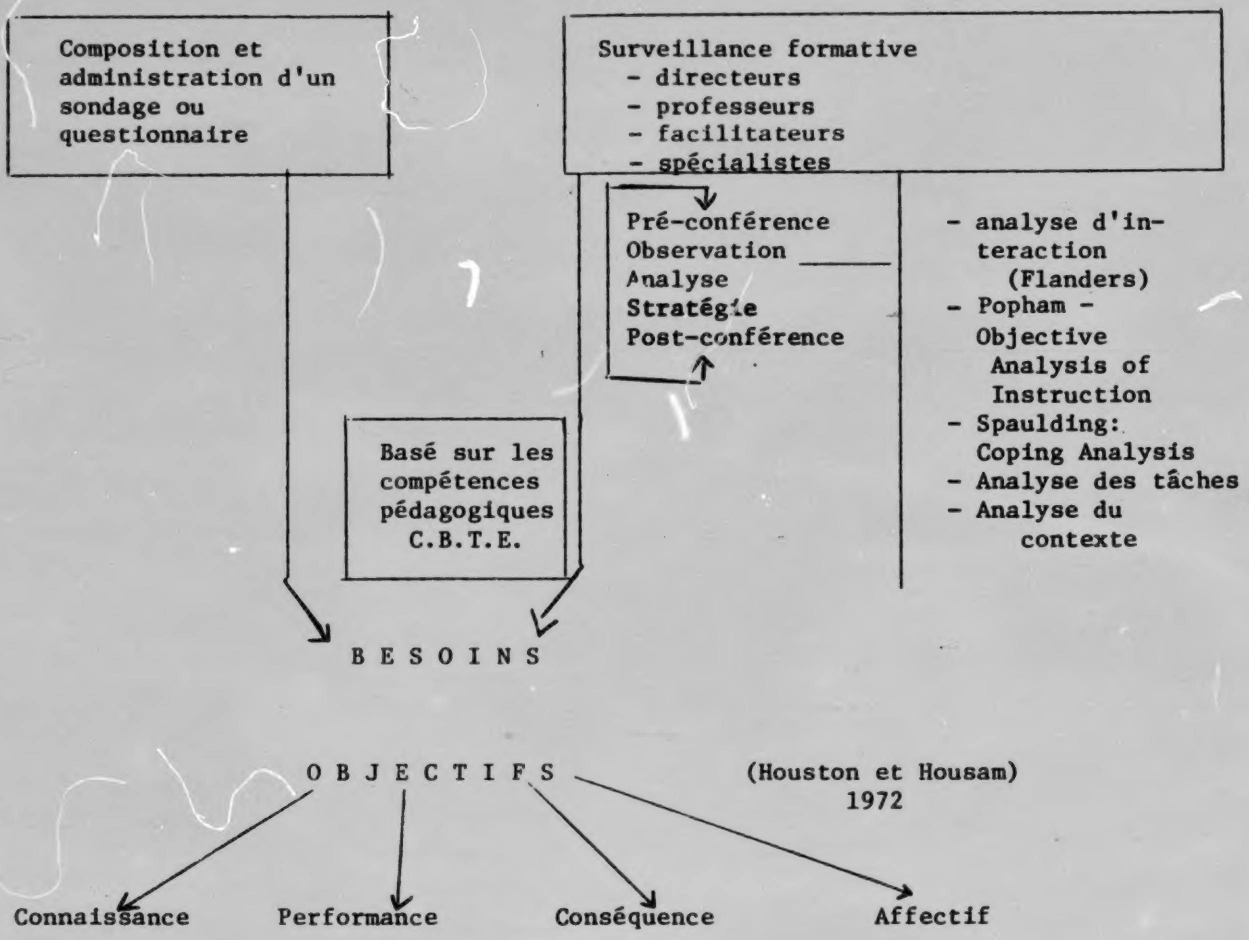
- Etudes des ressources de chacun des systèmes de livraisons alternatifs par rapport aux besoins à combler.
- Décision quant au meilleur système à utiliser

Clients	Systèmes
individu	étude individualisée (Open Access)
petit groupe	surveillance formative
équipe dand une école	Facultés d'éducation
école	Instituts pédagogiques
groupe nombreux (division)	Recyclages Ateliers (Syndicats des profs)
	Centres Pédagogiques (Teacher Centre)
	Consortium

Chaque système doit permettre la suite d'événements suivants:

1. détermination des objectifs (en termes de comportements)
2. développement de stratégies alternatives pour atteindre les objectifs.
3. actualisation des stratégies.
4. évaluation

Inventaire des besoins professionnels


Composition et administration d'un sondage ou questionnaire
Surveillance formative
- directeurs
- professeurs
- facilitateurs
- spécialistes
Pré-conférence
Observation
Analyse
Stratégie
Post-conférence
- analyse d'interaction (Flanders)
- Popham - Objective Analysis of Instruction
- Spaulding: Coping Analysis
- Analyse des tâches
- Analyse du contexte
Basé sur les compétences pédagogiques C.B.T.E.
BESOINS
OBJECTIFS
(Houston et Housam) 1972
Connaissance
Performance
Conséquence
Affectif

Quelques exemples cités dans le "Florida Catalog of Teacher Competencies".

Discussions:

70 - varie la présentation de la leçon en adoptant différents genres d'interaction.

83 - encourage l'utilisation de la langue parlée.

190 - contrôle la discussion et les autres activités de la classe de telle sorte que l'ordre soit maintenu.

334 - donne des occasions à ses élèves d'observer, discuter, et d'évaluer le travail artistique des élèves et celui des professionnels.

347 - utilise le jugement personnel des élèves pour développer le jugement esthétique.

354 - résumé les opinions des élèves sans commentaire éditorial.

392 - développe de nombreuses occasions pour l'utilisation de la langue par les élèves.

528 - facilite le développement de l'expression de soi-même et de la communication orale efficace par chaque étudiant dans sa classe.

553 - trouve des sujets de discussion stimulant.

586 - participe facilement dans les activités de la classe.

598 - conduit les discussions efficacement.

613 - encourage les élèves à participer dans les activités de la classe.

1069 - incite les élèves à examiner et clarifier leurs valeurs en utilisant la conversation et les questions.

1126 - modifie l'idée qu'un étudiant a exprimé au moyen de la paraphrase.

TP 11,31 TB 33 CH 4 IA 1 CA 24 PL 6 SC 3	600 - focus the discussion to minimize irrelevant digressions. Source: Stanford Center for Research and Development in Teaching; David Baral, Richard Snow, Dwight Allen
TP 29 TB 74 CH 2 IA 1 CA 24 PL 6 SC 3	601 - assign leadership responsibilities according to student's abilities. Source: Stanford Center for Research and Development in Teaching; David Baral, Richard Snow, Dwight Allen
TP 22 TB 17 CH 5 IA 1 CA 24 PL 6 SC 3	602 - anticipate reactions of students. Source: Stanford Center for Research and Development in Teaching; David Baral, Richard Snow, Dwight Allen
TP 20 TB 35 CH 4 IA 1 CA 24 PL 6 SC 3 OC 1,3	604 - present content effectively. Source: Stanford Center for Research and Development in Teaching; David Baral, Richard Snow, Dwight Allen Material: (1) Weber State Wilkit. #9, Elementary School Math II. (2) Weber State Wilkit. #80, Classroom Strategies - Lecture Demonstration.
TP 17 TB 36 CH 2 IA 2 CA 24 PL 6 SC 2 OC 1,2	605 - improve thought processes of students, i.e. objective reasoning, divergent thinking, independent thought, critical thinking, problem solving, etc. Source: Stanford Center for Research and Development in Teaching; David Baral, Richard Snow, Dwight Allen Material: (1) Fla. B-2 Module. V-2, Using High Order Questions. (2) Toledo CETE Module. The Acquisition of Questioning Skills. (3) F.S.U. Teacher Prep. Module. Inductive Verbal Concept Development.

Exemple extrait de "L'étude sur les besoins de perfectionnement des enseignants franco-Manitobains"

SERIE E

2)

Devenir capable...	Importance accordée à cet objectif					Ce besoin a été comblé				
	très important	important	peu important	pas important		totalement comblé	comblé	peu comblé	pas comblé	
(1) de développer des techniques d'évaluation synthétique (évaluation de fin d'unité scolaire, ex.: semestre)	1	2	3	4	(164)	1	2	3	4	(165)
(2) d'évaluer le progrès dans le développement psycho-moteur qui aide au fonctionnement intellectuel de l'enfant	1	2	3	4	(166)	1	2	3	4	(167)
(3) d'évaluer le progrès du développement affectif de l'enfant	1	2	3	4	(168)	1	2	3	4	(169)
(4) d'évaluer chez l'enfant le progrès de son développement social dans ses interactions avec ses confrères de classe (ex.: l'utilisation de sociogrammes)	1	2	3	4	(170)	1	2	3	4	(171)
(5) d'évaluer le progrès chez l'enfant de sa maîtrise de la langue française tant orale qu'écrite	1	2	3	4	(172)	1	2	3	4	(173)
(6) d'évaluer chez l'enfant le progrès de sa maîtrise de la langue anglaise tant orale qu'écrite	1	2	3	4	(174)	1	2	3	4	(175)
(7) d'utiliser différents genres de questions à l'intérieur d'un test en sachant les avantages et limites de chaque genre de question (ex.: dissertation, choix multiples, vrais ou faux, réponses libres, etc.)	1	2	3	4	(176)	1	2	3	4	(177)
(8) d'évaluer le progrès des étudiants dans la connaissance et la compréhension de la matière enseignée	1	2	3	4	(178)	1	2	3	4	(179)
(9) d'évaluer le progrès des étudiants dans l'application des connaissances et la compréhension de la matière enseignée dans les situations nouvelles	1	2	3	4	(180)	1	2	3	4	(181)

Exemple du développement de quelques compétences pédagogiques

Regroupement de compétences: docimologie

Niveaux d'éducation
1) maîtrise des connaissances
2) performance en contexte simulé
3) performance en contexte réel

Compétences		Etapes de développement
1) Le professeur peut choisir le test standardisé convenant à une situation spécifique dans sa classe.	Module 1.	Objectifs Pré-Test Activités d'apprentissage Post-Test
2) Le professeur peut administrer une variété de tests standardisés selon les procédures acceptées pour donner une juste mesure du groupe.	Module 2.	
3) Le professeur peut interpréter avec précision les résultats des tests standardisés administrés à ses classes.	Module 3.	

Etapes de développement

Module 1 (Pour la compétence #1)

Le but de ce module est de préparer le professeur en exercice à choisir des tests standardisés convenables aux classes dont il a la charge.

Objectif d'instruction:

1. L'étudiant pourra décrire comment les tests standardisés diffèrent des autres tests en termes d'administration, de correction, et de composition du test.

2. L'étudiant pourra reconnaître les occasions où l' utilisation d'un test standardisé est indiquée.

3. L'étudiant pourra reconnaître les occasions où l'administration d'un test standardisé n'est pas concevable.

4. L'étudiant pourra classer les tests en catégories d'aptitude, de rendement scolaire, ou de personnalité.

5. L'étudiant pourra identifier et classer les situations comme étant plus convenables à la mesure de l'aptitude, du rendement scolaire, ou de la personnalité.

6. L'étudiant pourra utiliser (selon les mérites relatifs de chacun) les documents suivant comme sources de revues sur les tests:

    a) les manuels des tests
    b) Buros: Mental Measurements Yearbooks
    c) Educational and Psychological Measurement
    d) Journal of Consulting Psychology

Module 1. (Pour la compétence #1)

Activités d'apprentissage

1. Bande magnétoscopique EDR 401-003: une conférence de 25 minutes; une démonstration par le professeur des différents types de tests standardisés et des situations dans lesquelles ils sont utilisés.

2. Bande sonore avec diapositives EDR 401-St 021: trois présentations de quinze minutes illustrant les caractéristiques générales des tests d'aptitude, de rendement scolaire, et de personnalité.

3. Lire:

   Lindeman, R.H. Educational Measurement. Glenview, Illinois: Scott Foresman, 1967. pp. 113-114.

   Lindvall, C.M. Measuring Pupil Achievement and Aptitude. New York: Harcourt, Brace & World. pp. 136-137.

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Childress, Jack R.	"In-service or Continuing Education for Teachers" *Journal of Education*, Vol. 147, fév., 1967 pp. 36-45.
Coleman, Peter	*Competency-Based Teacher Education* - Atelier donné à la Manitoba Association of School Superintendents. Avril, 1975.
Collier, R.O. Jr.	*Some Strengths and Weaknesses of Research Methodology in Teacher Education.* Dans F.R. Cyphert, et E. Spaights (Ed.)
	An Analysis and Projection of Research in Teacher Education. U.S.O.E. Comparative Research Project No. F. 015, Columbus, Ohio: The Ohio State University Research Foundation, 1964, pp. 123-148.
Denemark, J.W., et Macdonald, J.P.	"Preservice and In-service Education of Teachers". *Review of Education Research* 1967, 37 (pp. 233-247)
Frazier, Alexander	*The New Elementary School.* ASCD (NEA), 1968.
Gage, N.L.	*Teacher Effectiveness and Teacher Education: The Search for a Scientific Basis.* Pacific Books, Palo Alto, California, 1972.
Houston, W.R., et Howsam, R.	*Competency - Based Teacher Education.* S.R.A., 1972
Léger, P.	*Professional Development.* Manitoba Teachers' Society, Winnipeg, Manitoba, 1973.
Marks, J.R., Stoops, E, et King-Stoops, J.	*Handbook of Educational Supervision: A Guide for the Practitioner.* Allyn and Bacon, 1971.
Peck, P., et Tucker, J.	"Research on Teacher Education" *Second Handbook of Research on Teaching* pp. 941-978.

STRATEGIES FOR IMPROVING CONTINUING EDUCATION FOR TEACHERS

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Executive Assistant
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There are three strategies for continuing teacher education which I would like to discuss with you this morning. The first is perhaps the most commonly used device for renewing teacher competencies and updating teacher knowledge, namely in-service education. I'd like to save it until last. The second encompasses two projects which, while different in content, are sufficiently similar in format to be considered together. These I've called school-based, interprovincial projects.

The last one, which I'd like to discuss first, may be new to you because it has only been attempted in a comprehensive way in two provinces that I am aware of: British Columbia, where it's referred to as a Learning Conditions Project, and Saskatchewan, where we call it our Teaching-Learning Conditions Project, or TLC. The major purpose behind such projects is not to provide for the continuing education of teachers, but to attempt to improve the conditions under which teachers teach and students learn.

What is interesting about such projects, however, is that they can be a very effective means of having teachers assess the influence of these conditions on what they are able to do in their classrooms, and consider the question of whether or not changing the conditions under which they operate would necessarily have any effect on their teaching. It forces teachers to examine their styles of teaching in the light of the situation in which they find themselves, thus serving as a starting point for professional development activities.

As you know, a frustration experienced by many teachers, particularily beginning teachers, is that the teaching methods they have been trained to use have only limited applicability on the job because of the situation in which they find themselves. The nature of their training and the philosophy of recent curriculum guides tends to assume the existence of such factors as:

- reasonable class size,
- extensive materials and resources,
- time for preparation, for evaluation, for planning with other teachers, and for consultation with students,
- program assistance and supportive supervision from administrators and consultants, and
- opportunities for professional growth.

In the absence of these conditions, teachers are obliged to modify their teaching styles to the point where they feel that their background and training is only being marginally utilized because they are prevented from carrying out the kind of teaching they would like to engage in. They begin to develop guilt feelings about the discrepancy that exists between what they would like to see happening in their classroom and what they do see happening, largely because the conditions they are working under do not permit the kinds of activities they feel should be taking place. Thus one finds:

- Elementary teachers whose attempts at grouping and individualization are thwarted by large classes.
- Secondary teachers whose desire to initiate group projects and independent study is hindered by a lack of suitable resources and inflexible class schedules.
- Beginning teachers who are supervised only infrequently and usually for administrative purposes rather than instructional improvement.

Teaching-Learning Conditions Projects are intended to:

1. Identify those conditions which teachers contend are preventing them from functioning in the way they would like to function.

2. Attempt to determine what minimum or ideal conditions should apply in each of the areas identified.

3. Undertake a program of remediation.

While there are some conditions that are applicable to almost all teachers, local circumstances frequently dictate the particular situations that teachers encounter. Among urban teachers, class size and lack of preparation time are common problems, while on the part of rural teachers the teaching of multiple grades, lack of support services and an inability to specialize because of declining enrolments are frequently mentioned. Inadequate resources and inappropriate supervision appear to be common to both groups.

The most difficult task faced by Teaching-Learning Conditions Projects is being able to substantiate that by improving these conditions real differences will be achieved in the nature and quality of classroom activities.

It is not difficult for teachers to document what happens when class sizes are reduced, specialized help provided or preparation time increased. The classroom atmosphere becomes more relaxed, the reluctant student becomes more involved, a variety of learning activities can be attempted, with the whole experience being more rewarding and less demanding for both teacher and student.

But this kind of subjective data is usually not considered adequate in supporting the claim for improved classroom conditions. What is needed is evidence that will substantiate the contention that

A. different things take place in classrooms depending on the nature of the situation which prevails, and that

B. better things are taking place in those classrooms where exemplary teaching-learning conditions can be found.

While the first of these can be investigated without any preconceived notion of what constitutes a good classroom, the second requires some conception of what is meant by quality education.

It is this aspect of the TLC project which contributes most to the continuing education of teachers -- attempting to arrive at criteria for quality education which can be reflected in classroom activities and convincing teachers to engage in those activities which contribute most to the agreed-upon criteria. Unless teachers become committed to a set of educational ideals, are aware of how these ideals can be manifested through certain classroom procedures, and have opportunities to gain experience in the use of those approaches, the likelihood of modifying their teaching styles will be very limited.

To change teacher behavior in the classroom, it seems necessary to engage in the following steps:

1. Describe those activities which represent an ideal classroom situation.

2. Determine what these activities have in common -- thus arriving at some general criteria for quality education.

3. Identify the teaching styles which best reflect the criteria that have been agreed upon.

4. Examine the teaching styles presently being used in order to determine how closely they approximate the exemplary teaching styles.

5. Attempt to narrow the gap between real teaching styles and ideal teaching styles by

    - modifying the situation which may be restricting what a teacher is able to do, and
    - providing opportunities for teachers to become familiar with those teaching styles that contribute most to quality education.

To carry out these steps in an empirically defensible manner is obviously a very formidable task -- as we in Saskatchewan have been discovering -- but the approach does not have to be undertaken on an all-or-nothing basis. It is possible, for example, to agree on quality criteria that have been developed by others, rather than starting from scratch to determine one's own. Many of the reports of provincial commissions or local surveys on educational goals can be used as starting points for arriving at quality indicators.

If one is prepared, for instance, to accept the four criteria outlined by Martin Olson, namely Individualization, Interpersonal Regard, Group Activity and Creativity, one can discover as a result of his research what classroom activities are associated with each factor and attempt to bring about improvements in the light of these.

We have discovered that simply making teachers aware of Olson's findings has created an interest in the whole area of teaching styles and a desire to become familiar with some of the newer approaches to teaching. In response to this interest we are including among our non-credit courses this summer workshops in the areas of questioning strategies, group processes, classroom evaluation, role-playing and simulation. If the reason teachers are not using these approaches to a greater extent results from their unfamiliarity with them, these workshops should help to overcome that deficiency.

One problem that can be anticipated from a workshop whose focus is the behaviour of individual teachers is that teachers attending the workshop and becoming enthusiastic about these newer approaches may be returning to a school situation that is not supportive of what they would like to do. Although teachers are relatively independent within their classrooms, they cannot overlook the views and expectations of those who are affected by their classroom activities.

Because of the importance of creating a climate in the school that is supportive of change, focusing on a unit that includes a group of teachers, the principal and possibly outside personnel may be more functional in bringing about sustained innovation than concentrating on a single individual.

School-based Interprovincial Projects

I think that is one of the reasons for the success of the second type of strategy -- school-based projects carried out on an interprovincial basis. As examples of this type of approach I would like to deal with two projects -- Project Canada West, one of the regional activities under the Canada Studies Foundation, and the Interprovincial School Evaluation Project -- carried out recently in the three prairie provinces.

I suspect all of you have some familiarity with the projects supported by the Canada Studies Foundation, such as Project Atlantic Canada, the Ontario Projects, or Project Canada West. Because I am most familiar with it, I would like to limit my comments to Project Canada West -- a five-year undertaking involving fourteen sub-projects throughout Western Canada that is presently winding up its activities.

The focus of Project Canada West has been local curriculum development and the creation of instructional materials related to the theme of the Canadian urban environment. The project was based on the assumption that full-time classroom teachers could successfully develop and disseminate curriculum materials. Although functioning autonomously, these teachers were provided with financial support, released time, consultative assistance and a network of participating projects that proved to be unique to curriculum development in western Canada.

The following features characterized most of the PCW projects:

- teacher participation in every phase of the planning,
- a climate of cooperation and mutual respect,
- delimited field of activity,
- budgetary responsibilities,
- emphasis on the needs of students, specific program objectives, appropriate content, suitable materials, and desirable teaching strategies,
- opportunities for research and consultation,
- systematic dissemination of project results,
- a central body to coordinate the various projects.

The results of Project Canada West can be seen in the development of principles, processes and products for curriculum development, for in-service education, and for program evaluation. Any school or school system involved in local program development would do well to become familiar with the methods used by Project Canada West in achieving such a high level of refinement in its recent undertakings.

Of importance to us here is the effect that participation in such a project had on the teachers who were involved. In this regard, we can turn to the findings of a study by Peggy Burke from Saskatoon, who examined the professional growth experienced by teachers in all the sub-projects and attempted to identify specific behavioral changes associated with involvement in PCW.[1]

Her findings are reported in terms of 9 categories derived from the literature, with comparisons being made between teachers who had been original members of project teams (Group A) and those who had been subsequently recruited (Group B). Table 1 illustrates these findings.

It can be noted that, with three exceptions, teachers who were involved with Project Canada West for a longer time exhibited to a greater degree the behaviors commonly associated with local curriculum development: increased professional activity, especially activities intended to change the behavior of fellow teachers, to communicate program changes to the public, or to implement changes in other subject areas; changes in their own teaching stategies, and involvement in decision making.

On the other hand, teachers newer to the project (Group B) scored higher on those items which reflected a change in attitude toward their profession, toward research, and toward curriculum development in general. Assuming that at one point this was also true for those in Group A, it could be concluded that a change in attitude is a necessary prerequisite for long-term involvement in a project of this type. Without such commitment, continued interest and participation would simply not be sustained.

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[1] Marguerite Burke, "Professional Growth of Teachers Participating in Project Canada West," M.Ed. Thesis, University of Saskatchewan, 1973.

In this respect, the expectations of various reference groups can have considerable impact. Because of the nature of the project, teachers must have felt a considerable degree of pressure to succeed, despite frustrations which from time to time they probably encountered. Being selected for inclusion in the project, having the assistance of interested consultants, attending conferences and workshops, making presentations about their project -- all of these factors must have dictated that the project had to succeed. And succeed it did, as you probably know.

Many of the elements which contributed to the success of Project Canada West were also present in the Interprovincial School Evaluation Project (ISEP). This was a two-year project made up of fifteen schools in Manitoba, Saskatchewan, and Alberta, schools that engaged in an evaluation of their total program or some aspect of it. Selection of the participating schools varied from one province to another, with most projects being selected as a result of competition.

Unlike Project Canada West, ISEP was not part of a larger organization which could provide direction and financing. Without a central agency, coordination within and between provinces became a major consideration. As well, the provision of sufficient funding was also a concern, although in time adequate sources were found within each province. Despite the fact that the project prided itself on its developmental, grassroots nature, there were occasions when the financial and administrative advantages of a sponsoring organization would have been most welcome.

No systematic attempt has been made to measure the professional growth of the teachers involved in the ISEP project. I would suspect that variations in the value teachers felt they derived from the project would depend less on the length of time they were involved and more on the nature of the project within their own schools. Some projects were highly complex undertakings involving considerable effort and expertise on the part of teachers and administrators, and including the participation of students and community members. Other projects were much more limited and simplistic in their design and operation.

A difficulty encountered by many of the project schools resulted from the rather amorphous nature of program evaluation and the realization that many of the theories in the marketplace had little relevance when applied to the realities of educational life. Although much has been written in recent years about school evaluation, there are surprisingly few strategies available to assist school staffs in the performance of this function. Had it not been for the PDK Goals Kit, for example, a number of schools would have been at a real loss, since many of the consultants had had little experience with this kind of undertaking.

In their excellent monograph, Developing Evaluation Systems in Schools,[2] Riffel, Schalm and Hersom summarize some of the comments made by teachers in a final section entitled "What Did Teachers Experience in ISEP Projects?":

1. Practical experience gained in evaluating a school program by applying agreed upon procedures and instruments to achieve specific purposes.

2. Frustrations experienced in determining the purpose of evaluation for that school, in dealing with constraints of time and budget, in developing instruments, and in collecting and analyzing data.

3. Increase communication among teachers: within each staff to share ideas, opinions, and concerns more freely; among schools to share evaluation aims, procedures, and materials.

4. Participation in seminars and conferences which initiated personal contacts across provincial borders and identified common concerns.

5. Involvement and commitment from all members of staff, with the emergence of leadership in small committees, and a sense of purpose.

Let me conclude the discussion of these two projects by indicating some guidelines derived from those features of both which contributed most to their success, guidelines that should have some applicability for similar types of projects:

1. Engage in an activity which is topical, pertinent to the teachers who will be involved and of interest to the larger educational community.

2. Provide the types of considerations which are appropriate to the nature of the project:

    - local decision-making responsibilities
    - administrative support and consultant assistance
    - adequate financial resources
    - opportunities for professional development and the exchange of ideas with teachers engaged in similar projects

3. Attempt to meet the needs teachers have for esteem and recognition:

    - competition between schools for inclusion in the project
    - opportunities for describing the project and disseminating the results
    - appropriate publicity concerning accomplishments

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[2] Riffel, Schalm and Hersom, Developing Evaluation Systems in Schools: Organizational Strategies. Available from the S.T.F., P.O. Box 1108, Saskatoon.

4. Limit the scope of the activity to that which can be concluded within the constraints of time, personnel and resources imposed upon the project.

5. Clarify expectations regarding time-lines, responsibilities to funding agencies, documentation of the process, and the nature of the product.

6. If possible, include all the teachers in the unit which will be the focus of the study.

7. Recognize the importance of leadership and the need for coordination.

8. Involve those people who are interested in or would be affected by the project or whose continued support is necessary for the project to succeed.

9. Ensure that outside people function in an advisory and consultative capacity, so that final decisions remain within the group.

10. Be prepared to encounter the kinds of frustrations which typically accompany a developmental project, where outcomes are not predetermined and where whim and fancy may take you down untrodden paths beset with traps to lure the unsuspecting.

I would be reluctant to recommend this type of school-based, interprovincial project if I felt it had to be done on as large a scale as the two examples that have been cited. This kind of approach, for instance, does not have to be carried out on an interprovincial basis. While there are certain advantages inherent in provincial cooperation, there are also certain difficulties which this kind of structure imposes.

What is important is the feeling created in each participating school that it is part of a larger project in which other groups of teachers are involved in similar activities and probably experiencing similar concerns. I think one of the reasons that many innovative projects never realize their full potential is the fact that those engaged in the project are going it alone, without the contact or support of other groups engaged in similar ventures.

The beneficial effect of a network of sub-projects is not dependent, however, on the size of the geographic region. It can be achieved just as successfully within a province, within a region, or within a school system. In fact, some would contend that the smaller the network, the fewer the problems of coordination and support.

In addition to the creation of a series of sub-projects, I would recommend that:

- agreement be reached early about the major focus for the project
- schools taking part do so on a voluntary basis
- assistance from consultants outside the project schools be obtained

- funding be provided to enable participants to attend seminars, visit other projects and disseminate results
- the cooperation of all organizations and groups affected by the project be solicited.

If you feel that these possibilities can be achieved in the area from which you come, there is no reason a project cannot be undertaken which could rival either of the projects mentioned here, and provide an on-going focus for the continuing education of those teachers who could be involved. If the initiative is there and the process begun, the results can be truly gratifying.

In-Service Education

Let me turn now to the topic of in-service education. I do so on the assumption that, while some people here have been or will be involved in the kinds of projects we've just been looking at, all of us likely have some responsibility for in-service education. It remains the backbone of the continuing education of teachers.

I also do so with realization that the likelihood of my saying anything new on the topic is pretty remote, since there appear to be few recent developments in the organization and delivery of in-service programs for teachers.

I recall my disappointment a few years ago when I attended my first ASCD Convention and signed up for a seminar entitled "New Directions in In-Service Education", to be given by a noted American who had written at least one book on the subject. By the end of the seminar I had to conclude either that there were no new directions in in-service education or that the practices considered by most Americans to be innovative were, in fact, commonplace in most parts of Canada.

Although there is a general concern among Canadians for the improvement of in-service education, I think we can take considerable pride in what has been accomplished in this field over the years.

Let me begin with the following generalization:

> To be effective, in-service education should fill a need teachers have to acquire certain skills and knowledge which they consider will be beneficial for them, particularly in the immediate future.

That seems pretty obvious, and yet it is a principle we often overlook when we begin to organize in-service activities. Instead of trying to identify the needs that teachers do have, or attempt to instill in them certain needs we feel they ought to have, we assume that we know what their needs are and set out to design in-service programs accordingly.

As a result, we are often forced into the realization that our efforts have been somewhat less than successful, an occurrence that is likely due either to our misperceptions about the needs that teachers have or our inability to design in-service programs that are appropriate to meet those needs.

One need we often fail to recognize is the need most teachers have for time to relax and enjoy themselves during their non-teaching hours, a need which we overlook in not insisting that in-service education should take place within the teachers' work-day, work-week or work-year and not beyond it -- a recognition that in-service training is sufficiently important to the performance of the teacher and the effectiveness of the school that it should be considered an integral part of the educational program and not something that is tacked on after school, on weekends and during the summer. We've come to acknowledge that principle with respect to curriculum development, but we still haven't been able to achieve an equivalent status for in-service education.

It is possible, I think, to identify to some degree the general needs of teachers which can be met by in-service activities. Three of them come immediately to mind:

1. The need to exchange ideas and experiences with other teachers.
2. The need to become updated about newer teaching techniques and practical classroom strategies.
3. The need to acquire skills related to the implementation of new programs.

What is much more difficult to do is to identify the particular, and sometimes tenuous, needs which teachers have. We know, for example, that needs arise from a change in the classroom situation:

- the decision to try a new reading series
- the addition of children with learning disabilities
- the move from a self-contained to an open space classroom.

We also know that needs result from increased responsibilities, such as:

- having to work with other teachers in a team situation
- agreeing to develop a new program for a special group of students
- taking part in an evaluation of school-community relations.

We recognize that when these kinds of changes occur teachers become motivated to secure additional information, to seek out consultant help and to acquire newer skills. We know that, at this point, in-service education can perform a very valuable function.

The likelihood, however, of such particular needs as these being met at a system-wide institute or provincial conference is probably very slight, since in-service at these kinds of meetings is typically geared to a much more general level. If this is the case, then what is the value of such activities as teachers' conventions, professional days or subject area conferences. Such activities, I would contend, are valuable to the extent that they can do one of two things: Respond to the needs and interests that are descriptive of the majority of teachers, or create needs which, through a well-designed in-service program, can be satisfied.

This business of the creation of needs in teachers is something that perhaps deservesa little more attention. Although initially the idea sounds at best manipulative and at worst subversive, there is nothing unethical or unprofessional about trying to instill in teachers certain needs which, in our opinion, they ought to have. As with most people, teachers will not go out of their way to entertain new thoughts, contemplate divergent views, or attempt untrived approaches, unless someone or something prompts them to do so. Inertia is a very powerful ally of most teachers.

Recently I heard a panel of high school students commenting on the methods by which they were evaluated in grade twelve. Halfway through the session I found myself coming to the realization that these students were being evaluated in almost the same manner that I had been when I was a student at the same school almost 20 years before. A tragic situation, if it were true, because it meant, assuming that the methods of evaluation are consistent with the methods of instruction, that these students were being taught in the same way as I had been taught when I was going to high school. In the face of such disclosures, it is no wonder that I keep asking myself -- what does it take to make some teachers realize that what might have been acceptable 20 years ago is simply not acceptable today?

That's why I contend that in-service is only doing half the job if it simply responds to the needs teachers already have. It has a legitimate function to create needs where none exist in order to get teachers at least thinking about what they are doing in their classrooms. But it must do more than just "unfreeze the system", to use Lewin's analogy. It must provide a mechanism for movement to a different level, the skills needed to perform comfortably at that level, and the support required to maintain that level without continued interference.

The power of in-service will never be fully exploited if we restrict its operation to a response mode. Only when we have explored its potential as an initiator of change can we say that it has truly realized its full capacity.

We have, then, identified two prerequisities for effective in-service education:

- the need to become familiar with both the general and particular needs which characterize teachers in order to undertake programs that will approximate such needs
- the recognition that in-service education can be used as a tool to generate teacher needs, thus serving as its own motivation.

Let us continue our search for in-service strategies by examining some empirical evidence that pertains to this subject. In a recent survey on in-service education in Saskatchewan, conducted in 1973 by the Department of Education, teachers were asked their opinions about the delivery of in-service training.[3] Table 2 illustrates their preference for the type of in-service activity, while Table 3 indicates teacher perceptions of the effectiveness of various groups and individuals in conducting in-service training.

Having described the opinions of both teachers and administrators, the report goes on to develop a series of principles which it contends should underlie any provincial plan for in-service education:

1. In-service training should be viewed as a process for continuous professional renewal.
2. In-service training, to be effective, should be systematically planned and conducted.
3. In-service training requires the constructive involvement of teachers in defining their own learning needs and satisfying those needs.
4. In-service training activities should be delivered at the local level wherever practicable.
5. Participation in in-service training should be voluntary.
6. In-service training should be conducted by those most competent to do so, regardless of their institutional affiliation.
7. In-service training should be concerned with solving practical problems experienced by the teacher.

In outlining an in-service approach for Saskatchewan, the authors make a distinction between those activities intended primarily for program implementation and those designed to enhance professional development. They then divide the major responsibilities for in-service education between the Department of Education and the Saskatchewan Teachers' Federation, with the Department being responsible for program implementation and the S.T.F., professional development. In doing so, they acknowledge that while the universities and school boards should be involved in the provision of in-service education, they do not have the primary responsibility for its delivery.

The distinction that is made between program implementation and professional development can be useful in examining the extent to which in-service training can be systematically organized and conducted. I would contend that the implementation of new programs originating from a central source is much more amenable to a coordinated effort than are activities aimed at professional growth. In fact, if one believes that to be effective professional development activities should be carried out in response to local needs and concerns, then any attempt to subject these activities to external controls would be a violation of this principle.

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[3] Research, Planning and Development Branch, Saskatchewan Department of Education. Partnership for Professional Renewal, A Policy Paper on In-service Training for Saskatchewan Education.

In the case of provincially developed programs, however, one can make the assumption that once a new program has been introduced the majority of teachers will want to become familiar with it. While the nature and timing of implementation may vary from one jurisdiction to another, it is possible to undertake a coordinated approach for the dissemination of the new program.

The methods which have been used over the years to familiarize teachers with new courses are as numerous and varied as the resources and the ingenuity available to educational officials. Among the most common approaches are the following:

- field testing and the use of pilot projects
- orientation sessions lasting one to three days
- dissemination through regional offices and curriculum associates
- training of supervisors and administrators
- provision of credit and non-credit courses
- regional workshops, weekend retreats
- provincial conferences, institutes and conventions
- activities of special subject groups
- identification and training of teachers to function as resource people in their own schools.

A recent approach, currently being used in Saskatchewan to acquaint teachers with a new program in environmental education, has been to select a number of teachers from all parts of the province and provide them with an intensive three-day workshop. These teachers are then freed from their classrooms two days a month, with the Department of Education paying for their substitutes, so that they can get into the field and familiarize teachers with the new program. Coordination of their efforts is being done through the regional offices.

Since this endeavour was only begun last November, it is too early to make an adequate assessment of its effectiveness. Because it does incorporate a number of the features of desirable in-service, we have high hopes that it will prove effective, and that it may serve as a prototype for the dissemination of other programs in the future.

There is no doubt, however, that despite the success of this kind of approach, program development in the province will always be considered to be fragmented and incomplete. Some teachers will have more than their share of chances to become aware of new courses, while others will probably go wanting. Some teachers will take advantage of voluntary opportunities for in-service training, while others will wait to have it served to them on a silver platter. Some teachers will urge the Department of Education to design a centralized approach to program implementation, using full-time departmental officials as consultants. Other teachers, however, will comment that as professionals they should not be subjected to this kind of paternalism and that besides, no one ever sees department consultants once they're appointed anyway.

And so it goes. Obviously there is no one best way to provide for the in-service of teachers.

What is heartening at this point is the realization that in almost every province in Canada people are sitting down and talking about the delivery of in-service education. They are trying to analyze the concerns being expressed by teachers, administrators and trustees. They are seeking solutions which may prove effective in meeting those concerns. They are experimenting with different approaches to in-service and attempting to evaluate their relative success. And they are trying to come to grips with determining the roles and responsibilities of various agencies for the coordination and funding of in-service activities.

Through this kind of dialogue and debate one can only hope that new insights may be discovered and new directions found for the improvement of in-service education. To those of you who have been or are presently involved in this type of undertaking may I extend our best wishes for your continued success. We salute your efforts and look forward to hearing about the results of your deliberations.

Throughout this talk you've been subjected to many sets of principles and guidelines related to the continuing education of teachers. With your permission, I would like to conclude with a few more:

1. No major strategy for the improvement of continuing teacher education will be successful without full inter-organizational cooperation and support. Because of my own background in a province where there is continuous dialogue and discussion among the organizations concerned with education, and where a spirit of cooperation is so very much in evidence, I find it difficult to understand or to appreciate the situation in some other provinces where this is apparently not the case. For without such inter-organizational support, no large-scale attempt to effect changes in the nature of continuing teacher education will realize the potential of which it is capable. In this day and age for an organization to try to "go it alone" is little more than sheer foolishness.

2. In devising strategies for improving continuing teacher education, don't get too hung up on the issue of who controls the project. I just can't get as excited as some people do about the importance of teacher control or the need to avoid hierarchical structures. If teachers have within their midst the necessary expertise and the required resources to carry out a program aimed at their own improvement, all the better for them to keep control of such a venture and carry it out in whatever way they see fit. But if in so doing they choose to ignore the assistance that is available from people outside the project, the coordinating abilities of school administrators, or the financial resources of provincial agencies, then I think their program will be the poorer for not having utilized these services. No sustained program aimed at improving teacher competencies, in my opinion, will last for very long without some degree of bureaucratization. Ad hocracy may be fine in the short run, but for the long haul I'll put my money on bureaucracy.

3. I would suggest that you not spend any great amount of time attempting to come up with sophisticated devices for measuring the success of what it is you've undertaken. Much better to devote your energies to assessing the needs it is attempting to satisfy and devising the program that will have the greatest likelihood of succeeding. You'll find out soon enough whether or not it's had any impact.

At the same time, however, I think it is important to be clear on what your outcomes are supposed to be, so that you can adequately assess whether or not they've been achieved. This is particularly true if your emphasis is more on process than it is on product. Measuring the quality of the process is usually more difficult than assessing the value of the product. In either case, however, I think that subjective reactions will likely tell you just as much about your level of success as will any Likert scale or semantic differential that has been devised.

Finally, let me wish you every success in any endeavours you undertake or any strategies you decide to employ for improving the continuing education of teachers.

TABLE 1

Percentages of Responses Among Teachers Participating
In Project Canada West

	Group A	Group B
1. Acted as change agents among fellow teachers	71%	66%
2. Changed relationships with other teachers and the lay public	64	56
3. Increased number of professional activities	41	31
4. Implemented curriculum change in other subject areas	50	46
5. Involved in decision-making	83	73
6. Changed teaching strategies	57	52
7. Changed professional attitude	58	63
8. Research orientation	52	58
9. Changed attitude to curriculum development	76	83

TABLE 2

TEACHER PREFERENCE FOR TYPE OF IN-SERVICE ACTIVITY BY AVERAGE RANK

Rank	Type	Average Rank
1	Workshops	1.92
2	Seminars	3.01
3	Special projects	3.28
4	Institutes	3.50
5	Conferences	4.22
6	Teachers Conventions	5.02

TABLE 3

TEACHER ASSESSMENTS OF INDIVIDUAL AND GROUP EFFECTIVENESS IN CONDUCTING IN-SERVICE TRAINING

Most Effective ↑	Average Rank
Local Program Consultants	1
Practising Teachers	1
S.T.F. Special Subject Councils	3
Department of Education Counsultants	4
S.T.F. Professional Development Staff	5
University Faculty	6
Principals	7
↓ Least Effective	

STRATEGIES FOR IMPROVING CONTINUING EDUCATION FOR TEACHERS

DISCUSSANTS

JAMES S. HRABI
Associate Deputy Minister
Alberta Department of Education

It is indeed a pleasure for me to be asked to address a conference sponsored by the Canadian Teachers' Federation in order to react. One of the advantages of working in a department of education is that you get a lot of advice from many groups, including teachers, and it is very unusual for me to be in a position where I can give some advice.

In debating the position that I was going to take this morning, I had some difficulty deciding whether I should take an objective, a subjective, or an existential view. You may know the story about the umpires. An objective umpire is one who calls them as they are, a subjective umpire is one who calls them as he sees them, and with respect to an existential umpire, they're nothing until he calls them. I'm going to take the subjective point of view, and call them as I see them.

First of all, I would like to emphasize that I share your Chairman's general view with respect to Terry's presentation. It was an excellent presentation. I was captured by his final remark because anyone who chooses bureaucracy over ad hocracy as a means of achieving goals has got to have support from department of education personnel. I'm sure, Terry, that you also captured the admiration of the other bureaucrats in the audience, whether they be employed by universities or by teachers' associations or by departments of education.

Now some of the strengths that I saw in the presentation. First of all, I felt it drew on really two kinds of evidence -- one of experience and one of research, and with rather a balanced emphasis. If I were to choose the greatest strength, it would be the many generalizations that were put forward drawn from the evidence present. The address was really a power-packed short course in the kinds of things we should pay attention to when we get into the business of in-service education of teachers. An added strength, from my point of view, is that there was a judicious mixture of conventional teachers' association stances and an acceptance of reality. The kind of usual stances I refer to are those having to do with class size, the lack of preparation time, lack of supportive services, the view that in-service education should be done during school hours rather than after school or on weekends, and so on.

One of the reality positions was the fact that most teachers, like most people, do not go out of their way to entertain new thoughts unless prompted to do so. Now I'm sure Terry isn't apologetic about the defensive stances taken by teachers' associations. They're very real, they're to be expected and as far as I'm concerned, they're to be respected, though not necessarily to be agreed with.

I was very pleased, and I certainly agree, with his plea for inter-agency support and cooperation regardless of the agency. And I certainly concur with his views on the control issue because, like Terry, it makes good sense to me to take advantage of programs whose goals are concurrent with mine regardless of who did the initiating. In this way, I disagree with some of my colleagues, who occasionally get carried away with considerations of territorial imperatives when other departments of government become involved or invade the territory of basic education.

There are a couple of problems that I see arising out of Terry's presentation. It may be that I do not understand the Teacher Learning Conditions Project, since I'm not familiar with it, but from what I have heard and what I have read, it looks like the project may have the potential for being counter-productive. I make that observation on these bases. It appears to me from what I read and what I understood that the project was a good approach for the gathering of data which might appear at the negotiating table. In my view that's a good and appropriate activity in its own right, but it's scarcely a basic foundation block for professional development. Another concern that I have and one which I'm sure will cause much argument, is that the project tends to concentrate on what are ideal conditions. While I think it is useful to consider ideal conditions, if we focus too much on ideal conditions we have inevitably built in a high degree of dissatisfaction for participants. As in any kind of social service, there is no limit to the amount of human and material resources that can be brought to bear on the teacher-learning situation. Looking for the ideal or concentrating on the ideal, in my view, will cause as many problems as it solves.

Perhaps I might expand a little bit on the first remark I made. I think it is quite reasonable and most appropriate that teachers attempt to improve working conditions. I also think it is quite reasonable and appropriate that teachers attempt to improve learning conditions. But I believe that the public will be very suspicious if these are presented as being necessarily the same thing.

I share Terry's point of view that there is much to be learned from Project Canada West and the inter-provincial school evaluation projects, both as models for curriculum development and in some degree, therefore, models for in-service education. These were excellent projects, and they are going to make a very substantial contribution as models of curriculum development for both school jurisdictions and departments of education.

One of our staff, as a consequence of a curriculum conference we had in Alberta last year, has spent much time recently talking to students, parents, teachers, superintendents and school trustees, and has reached a number of conclusions with respect to this issue of curriculum development. I would like to share some of these with you. All teachers do not wish to be curriculum developers, starting from a blank sheet of paper. Most teachers, if not all teachers, want access to a variety of activities and learning resources to achieve the objectives that they see are necessary. Some creative and energetic teachers and school jurisdictions would like access to additional funding to develop different programs and different learning resources and they are rather anxious to get involved in the Project Canada West model to achieve their goals. There is a need at the provincial level for policies whereby the developmental work of these creative and energetic teachers and their jurisdictions may be recognized, may be generalized, and may be made available to other jurisdictions. Relative to in-service education, I suppose that what I am saying is that some people like that type of in-service activity where they will be creative and developmental. Others like that type of activity where their activities involve becoming familiar with and developing a feel for the activities and materials developed by others so that they might choose to use them in their particular situation. One thing that concerns me flows from a comment that was made by one of the panelists yesterday morning, Claudette Foisy-Moon. In my view, there is a strong danger that we perceive these two kinds of teachers very differently, with one thought of as being better than the other. As I think Terry pointed out, we are building feelings of inadequacy, feelings of guilt among those who don't derive satisfaction from engaging in the creative and developmental activities that others enjoy.

I would like to summarize my remarks by saying I agree with our Chairman that Terry has provided us with some very useful suggestions which our discussion groups will debate in an animated fashion for the rest of the morning.

S.J. ROGERS
Director, Continuing Teacher Education
University of Ottawa

Terry McKague has served up for our consumption a veritable banquet of strategies. He is a renowned, experienced chef who likes to work in a cool kitchen.

Some of the chosen courses he and his Saskatchewan family have sampled and tested; and though he admits to no new flavours to tickle consumers' taste buds and encourage their salivation, he proudly recommends them to our digestion. I don't blame him.

As a partaker of the meal, I have delighted over the appointments, the service and the reservations made for me. I have chewed over the host's remarks and swallowed the conclusions. There was never too much on my plate. Nothing was overdone -- nothing was too rare either. I stomached everything and I am suffering from no postprandial flatulence or other discomfort.

Now to the reckoning. Were the ingredients nutritious? Did they provide food for thought? Did the proferred plates set a style for a steady, stable diet which other cheery chefs in St. John's or Victoria, Toronto or Halifax, might emulate and assemble in their own homes?

Personally, I found his courses proteinaceous and energizing, and when I turned from the repast, as guests often do, I jotted down a variation on a recipe which I recognized and analyzed, only to realize that unless the rules of the mixing are not prudently followed, future consumption might lead to some blockage, possible paralysis, and perhaps some loss of life.

In the short time I have for an estimation and reaction on behalf of you, my fellow guests, I shall hasten to recall the aftertaste and afterglow of the opening courses, and then return to the potential constipation or worse which might result from the entrée.

The first course was a hors d'oeuvre concocted in Saskatchewan, the chef's own kitchen. You remember the aroma of this serving. It started out by examining criteria for quality teaching -- a tall order, and a large mouthful by any standard. This led to the need to identify styles to meet the criteria; to examine existing patterns; to sort out the dietary deficiencies, leaving consumers to identify their future needs and tastes and seeking to satisfy them by planning new menus. The activities sowed fertile seeds and they fell on good ground to become germinating points for further needs detection and fulfillment. Our host generalized on the staminating ingredients of TLC by wisely emphasizing how personal and group palates can be genuinely pleased by such living, practical enterprises.

Next we spooned a blend of soup called PCW. It was, he claimed, a cordon bleu special, for as he lovingly described it, it was refined and vitamin enriched. This gastronomical venture had defined, limited goals and a high involvement of consumers. A noted, independent Saskatoon analyst and dietician with some expertise had already appraised PCW as body building and, for some, quite succulent. She said it already had given new muscle to further professional development ingestions and I believe it. It was a well funded purée.

The third course was an ultramontane prairie sandwich, a provincial triple-decker, somewhat awkward to manage. One-decker provincial sandwiches have a lower avoirdupois, and when onlooking neighbours aren't dribbling, they are presumably easier to manipulate and masticate. The chef again showed how professionally health-giving undertakings, such as ISEP, can be when they are topical and pertinent to needs, when they have accessible goals, when they hold wide interest and applicability, when they are skillfully funded, locally planned and involve consumers intimately. This sandwich was well placed on the menu, for by design the chef wanted the rich filling to repeat on us later. His own accepted conclusion was: don't design a too big handful, or alternatively, don't bite off more than you can chew and then you won't need to reach for the antacid.

Dr. McKague then made his big entrée. He dished up a highly calorific arrangement of principles and practices. This was the course which built backbone he said, and then desensitized our appetites with a warning that there would probably be no new smells and tastes to enjoy; in fact, that there were probably no new untried spices around anywhere. Despite the lack of new condiments, this course highlighted certain basic techniques and guidelines for other cunning cooks to copy.

Sieving his ingredients, I find that he and Saskatchewan see continuing education as a process of continuous professional renewal, systematically and centrally designed -- bureaucratically Terry would prefer, I think -- but locally conducted by the most qualified personnel available, so as to develop and satisfy specific and practical needs of voluntarily committed consumers. This is a gorgeous mouthful and my taste buds and my gastric juices react favourably to it.

Then, drawing astutely on the Saskatchewan food rules of 1973 -- he brought ten sets with him, although happily I thought, they had been inserted in our background documents by the deft hand of fair Geraldine in the central kitchens in Ottawa -- Terry drew a distinction between in-service training for professional development and in-service training for program implementation, a difference suggesting possible models for other provinces régimes, within which professional development would be assigned to the profession and program development to the state.

This is a distinction which, I confess, has appetizing appeal for me, for I see curriculum design and implementation as part of the regular work of the teacher as an employee of the state, and continuing professional development as his self-imposed duty as a member of the profession. One is compulsory; the other voluntary.

Concentrating on professional development as defined, our chef then listed some of the ubiquitous courses which have proliferated in attempts to get professional blood flowing -- to unfreeze the system, he said.

But herein lies the problem. There's the rub, as they say on Yonge Street.

Do teachers fulfill personal duties to their profession by tacked-on, patchwork, one-shot, stop-gap, often hurriedly and haphazardly arranged week-end moments and ephemeral nocturnal interludes, one here, one there? May I respectfully express my doubts about such passing shows.

And now, may I more boldly exceed my terms of reference perhaps, and take one or two intrepid further steps? May I urge that if real advances are to be made, the profession must see and, if it does, press others to see, the true nature of continuing education -- to see it as a continuous unbroken stream of activities, as a lifegiving, lifelong operation for teachers, not an on-again, off-again, mélange of disconnected undertakings, but ideally, to use James's nicer terminology, as "a seamless continuum" of preparation?

To accept this concept of continuing education, of "formation permanente" comme on dit en français, is to conjure up the need, I suggest, for the establishment of an enduring "pervasive moulding force", as someone else has said, to design machinery and opportunity for its pursuit.

Just as I recognize the state's legitimate function to engineer, design and implement curriculum updating and to pay for it directly, or alternatively to release teachers from their highly responsible classroom duties, so I feel it to be the profession's role to be instrumental -- visibly so -- in perfecting this machinery and the opportunities for its use.

The desire to design, control and operate such machinery must be the profession's partial but proud calling and raison d'être, its challenge and its joy. It is for the profession, zealously, jealously, to guard its custodial rights. That's the bright, straight road to professionalism for whose construction and maintenance the members should increasingly foot the bill and legitimately take the initiative in encouraging the assistance of others to do so. Thus they will acquire the mastery of their own professional destiny. To mix my metaphors a bit: if they pay the piper along the promenade, they will call the tune they march to. They will be monarchs of the road they survey.

Now, I respectfully suggest, is the time to move forward or as someone else put it in another way, now is the hour for members of the profession not to ask "What can the state and the profession do for me?" but "What can I do for the profession?". If they do not, I fear the tentacles of a multitude of organizations may well put a tightening hold, maybe a throttling stranglehold, on the machinery.

Now is the critical hour for renewed initiatives by professional groups. They must look at once, I feel, and throughout the next decade, with fresh vigour, ingenuity and excitement, at schemes for permanent, continuing education of members, and through justifiable confidence and newfound momentum, enlist the services of others in creating and/or strengthening in each province a consortium of agencies to develop policies, guidelines and practices of continuing education so that teachers see these as normal, acceptable, universally applicable pursuits which it is their professional entitlement and personal obligation to undertake.

Such provincial councils or consortia would surely look at questions such as: the refinement of the distinction between professional growth and job training; the availability of large injections of funds; the financing of long-term leaves of absence, perhaps through collective bargaining machinery; the establishment, in the name of the profession, of professional awards in further education; the use of cross appointments of professional tutors or clinical professors, particularly in the induction years; the creation of regional teachers' centres, again through collective bargaining; the obfuscating idea that continuing professional education is but a means for climbing the salary scale or achieving promotion outside the classroom.

I sense that the public is aching for teachers to demonstrate their real professional concerns and the unselfish commitment held by the vast majority. Imagine the impact if monies for continuing permanent education as well as for salaries, or in conjunction with salary demands, were the widespread, well publicized subject of teacher concern.

And now in reacting to one banquet, I may have asked you to gulp down another meal. I hope your digestion has not suffered.

I shall now leave you to chew the fat. Bon appétit!

SELECTED STRATEGIES FOR THE CONTINUING EDUCATION OF TEACHERS

Stratégies pour la formation permanente des enseignants

ARE WE REALLY READY FOR TEACHERS' CENTRES?

GARY J. ANDERSON
DENIS J. CASSIVI
Atlantic Institute of Education

Drugs, economic inflation, bilingual schools, continuous progress, open education and competency-based instruction are but a few of the social and educational pressures of the 1970's which demand a forceful response from Canadian teachers. Educators must not only respond to such pressures, but they must create even more bold proposals for future educational reform. The established structures of democratic educational systems, moreover, cannot easily adapt themselves to a careful assessment and, where appropriate, an accommodation of such widesweeping reforms. Educational systems are particularly vulnerable having to rely solely on traditional mechanisms for internal leadership. Naturally, those most directly affected are teachers, who are left to do the accommodating, and indeed the shaping of educational change within a structure that allows little basic freedom to effectively provide for their own growth and continued professional development. A major failing of past models for continuing teacher education is that they have tended merely to respond to external pressures for change or pressures felt by teachers who desire assistance with pressing day-to-day problems. We need to create a means whereby continuing education will also initiate and shape change in our schools.

Education for Self-Reliance

The goal of education, including teacher education, must be to develop a self-reliant learner. If, as many teachers would charge, traditional university programs in preservice teacher education do little to promote education for self-reliance, it is not surprising that continuing teacher education suffers no less badly. Continuing teacher education has not yet achieved the status or attention accorded even preservice education which, rightly or wrongly, is at least compulsory. The result is that current approaches to the education of teachers, however adequate they may have been considered in the past, are not capable of responding to the social needs and educational pressures of the last quarter of the twentieth century.

In particular, frustrations are deeply felt by the classroom teacher. The one-day, one shot inservice session can do little more than introduce a topic. The extension course is often distant, theoretical and of limited use. For example, many teachers can't quite handle the translation of the theory of curriculum development as taught in a university course, to the need for teacher and student developed learning materials on the local community.

Access and Control

The two fundamental characteristics required by teachers for effective models of continuing teacher education are access and control. Access includes the opportunity to receive assistance on demand, immediately and according to the teacher's personal constraints. The teacher with pressing basic needs cannot wait until the university senate approves a new course. He cannot wait for a new semester to begin or for summer when he may be able to travel to a distant university campus.

[illegible]easingly, the immediate learning needs of a teacher must not be denied by the timetabling constraints or tuition costs of an extension course. Such a teacher needs a response -- now! Nor can he learn when he is denied access to the appropriate human resources necessary for his continued learning. He may need assistance in the classroom over a prolonged time and cannot get it freely under conventional systems. Resources external to the school system have their own constraints which limits their accessibility. Indeed, while professionals from many institutions are willing to provide occasional consultations, none are at liberty to devote the sustained attention and service which may be required by a teacher attempting to significantly improve the educational environment for his students. Naturally, provision exists for help from within the existing structure, through skillful and sensitive supervisors, consultants, and the like. On the other hand, they are often equally inaccessible, not through physical remoteness, but by representing in the minds of teachers a part of the evaluation-accountability hierarchy from which there remains a reluctance to seek help.

The means to access is control. The use of the word, which often conveys the usurpation of power from the existing authority to create a new one, is not used in that sense here. Rather it is used to express the ability of teachers to make fundamental decisions about their own learning, with access to the resources necessary to implement them. In this respect, teachers should control their own continuing education. Above all, they must be in a position to determine which resources are considered appropriate, who will be involved, and who will be passed over for lack of relevance or effectiveness. The movement to establish teachers' centres is one means of giving teachers such control. It can be exercised in a variety of forms: boards of directors, teacher coordinators, and so forth; but whatever the form, teacher control is the factor which tends to distinguish this approach to continuing teacher education from past models.

Transplanting Foreign Models

There are those who would suggest that teachers' centres are simply more of the same traditional, administratively-directed type of in-service training, neatly wrapped with a new title, providing more of the appearance than of the fundamentals of educational reform. We are inclined to disagree with that posture, and would go further to suggest that such critics are providing a commentary on teacher centres, not teachers' centres (see Pilcher, 1973; Evans, 1971). The distinction is crucial.

We will not attempt to repeat here a detailed analysis of what a teachers' centre is and how it can be established. That has been described elsewhere (see Bailey, 1971; Raskin, 1973, and Thornbury, 1973). For those unfamiliar with the concept, it is a fairly simple notion. A teachers' centre is a place where teachers meet to learn something useful. Teachers' centres are not resource libraries and clearing houses. The resource of the teachers' centre is a dynamic one, resulting from the communications among people. Its success depends on voluntary teacher participation and refutes the notion that teachers should be led by the hand by those who are out of touch with and may not even understand the concerns of the everyday classroom teacher.

Despite their potential for resolving the problems of lack of access and teacher control, teachers' centres are sufficiently foreign to the North American context to raise some major questions regarding the long-range implications of their introduction. We cannot overstress the importance of the major differences between the educational systems of North America and Britain. The degree of academic freedom and curricular independence assumed by teachers overseas in contrast to the attitudes and practices of teachers here causes us to caution those who assume the British model can be transplanted with little adaptation. In North America we have the added problem, therefore, of getting teachers to assume control of their own teaching and learning. The adoption of the notion of teacher control leads to the emergence of issues entirely new to the North American context. With teachers making basic decisions about programming, the established hierarchies and pecking orders become intrinsically less important. No longer are persons accepted as in-service education leaders by virtue of the positions they hold. The renowned professor is on precisely the same footing as the beginning teacher. Each can be included as a learning resource, but only if he can actually produce. There is no place for a system supervisor who lacks credibility at the grass roots level. Similarly, new patterns emerge among the learners. Pursuit of higher degrees may no longer be a criterion for advancement among one's peers. Persons who make use of the teachers' centres; those who help plan programs; and those who know something and can teach it to others will quite naturally assume positions of educational leadership.

What does this say to our universities? First, few, if any of them, seem ready and able to assume a leadership role in helping introduce viable teachers' centres in our school systems. Without such involvement universities will surely be left far behind. To be sure, there will always be teachers in search of the type of external validity represented by university courses and degrees. But, if successful, the activities sponsored by teachers' centres will challenge what universities are currently doing in the name of continuing education. To be blunt, many universities will be found with nothing relevant to offer. Sooner or later, the competition of teachers' centres, by the service they provide, will force our universities to change. The rigid, lock-step system of traditional courses and degrees will have to give way to means which appropriately respond to learning needs. Note here too, the contrast between British and North American universities in their attitudes towards courses. The roles of the respective universities in the development and support of teachers' centres, therefore, also cannot be assumed to be analagous.

Accountability

The teachers' centre trend also raises questions concerning accountability. For the first time, many teachers will have the opportunity to interact and observe one another in a teaching-learning setting. Teacher visits and exchanges may be pushed, and no longer will we have the luxury of shutting our respective doors so that only the students know for sure what kind of teacher we are. Those who have no interest in learning will stand out. Pressures will develop within the profession -- on the one hand to oust the laggards, and on the other to rid us of these centres and return to a previous status quo.

A related issue is that of the allocation of educational resources. If they assume control, teachers will also have to accept responsibility for their decisions in continuing education. For example, a problem already emerging is whether teachers' centre staff should be counted in the pupil-teacher ratio. An affirmative decision may raise the ire of colleagues, pupils and parents. In specific terms, are we willing to sacrifice the services of a specialist (presumably in guidance, physical education, or music), for a full-time centre coordinator? Those in control of the teachers' centre must take the brunt of responsibility for such decisions. On a day-to-day level, teachers will be called upon to substitute for colleagues who wish to teach and learn in the centre during the school day. Who will decide the terms and conditions of such involvements? Who will be left to teach our children? It is noteworthy that those who are not involved may receive the greatest number of extra periods to teach.

The administrative bureaucracy will also feel the pressures. School reform now will have a major chance to develop from the grass roots level. While no progressive administrator would fear moves to introduce relatively minor curricular or structural changes, are we ready for the possibility of teachers' centres spawning ideas leading to attempts at more widesweeping reform? Perhaps such issues as the abolition of compulsory education or the complete restructuring of the current school system will be advanced. The superintendent or principal may be attacked for his purchasing policies as they relate to curriculum materials. The decision to consolidate school districts might be strongly opposed and even successfully vetoed. Furthermore, school administrators will no longer have a privileged position within the information flow. They will know what is going on only if they take the trouble to find out for themselves.

The teaching profession may itself have to adapt. If persons from the community who have no teaching license or academic credentials are found to be prime resources for teacher education, then how can we maintain a closed shop posture in our schools? Teachers themselves will become decision-makers. They too will experience frustration and failure in their administrative decisions.

Teachers' centres can be like the open forms of education many of us advocate for our children. Like all successful reforms in our schools, they must be introduced slowly and cautiously, but with conviction. Teachers' centres are a fact in North America. Are we ready for them?

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PROGRAM DEVELOPMENT BY TEACHERS AS A STRATEGY FOR CONTINUING EDUCATION

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Many approaches to continuing education of teachers have been practised. Most are based on the assumption that such programs should be stimulated and controlled by one of the following:

1. teacher organization
2. faculty of education
3. department of education.

Most are also based upon the needs of teachers as perceived by the above mentioned organizations. There is, however, at the present time, an effort being made by the above organizations to develop a co-operative approach to the continuing education of teachers. This effort does not go so far as to solicit information from teachers regarding their needs, nor does it function in such a manner as to act only as a resource group from whom teachers can obtain consultation on their perceived needs. In short, even the co-operative approach does not allow the teacher to set goals. What is needed is a next step which would lead to a continuing education program that is teacher initiated and teacher centered. Such a program would have all of the consultative expertise from the three groups mentioned at its disposal when deemed necessary.

The Canada Studies Foundation and its projects, through the vehicle of program development, have been practising a program which is teacher-controlled for the past five years. We have found some very peculiar things. Some of our findings indicate that our traditional views of teachers might be incorrect. Teachers are responsible, mature people who, given the opportunity, are able to proceed with a course which leads to professional growth without the organized attempts of the three organizations mentioned. The teachers, however, are not able to proceed without calling upon the expertise of these organizations. We have also found teachers to be financially responsible people. The continuing education of teachers, through involvement in program development as practised by the Canada Studies Foundation during the past five years, has been successful.

At this point, a brief overview of the Foundation would seem appropriate:

1. Set up with the endorsement of the Council of Ministers of Education, Canada, and financed mainly by private sources, the Foundation was to be a five-year experiment in voluntary interprovincial co-operation, unique in the history of Canadian education. Its objectives were broadly defined at the outset as follows:

   (a) to demonstrate in association with the ten departments of education that co-operation among educators in the area of Canadian studies is feasible and desirable, and that this co-operation can be achieved without doing injury to provincial autonomy in education;

   (b) through a series of pilot projects, to provide opportunities for teams of educators from different levels of education and from different regional, linguistic and cultural groups to work together in the development and exchange of learning materials for use in the Canadian studies classroom;

   (c) to involve classroom teachers in the planning, development and implementation of each project;

   (d) to develop learning materials and procedures based on the needs of contemporary Canadian society; toward this end, to design experimental programs that will "seed" existing curricula and that will help students become more knowledgeable about the complexities and opportunities of modern Canada and encourage a greater appreciation of the value systems and aspirations of Canadians from other regions and ethnic groups.[1]

How successful has the Foundation been in attaining these objectives? Perhaps a review of the work of the organization over the past few years will provide the answer.

2. From its inception, the Foundation has accepted as the organizing principle for all its projects the concept of Continuing Canadian Concerns. This approval was carefully analyzed with educators in every province during the year 1968-69 and was overwhelmingly accepted as the most viable of all alternatives for providing the necessary conceptual framework. In developing it, the CSF identified a number of features that obviously help to shape the structure of Canadian society. It said that the nature of Canadian society was determined at least in part by the following characteristics:

   a. Canada is a large, regionally divided country.

   b. Canada is a highly industrialized and technologically advanced country.

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[1] The Canada Studies Foundation. Annual Report, June 30, 1973, page 4.

c. Canada is an urbanized country, rapidly becoming a nation of city-dwellers.

d. Canada is an exposed country, open to a multitude of external cultural, economic and political influences.

e. Canada is a multi-ethnic country with two predominant linguistic groups.

f. Canada is a country with a unique, northern geographic location.

These six features are not themselves "Continuing Canadian Concerns". They are simply essential elements in the structure of Canadian society. Each one generates a complex range of problems that determine the conditions and concerns of contemporary life which make demands upon our young people. It is these problems, issues and questions arising from the essential nature of Canada that should properly be called continuing Canadian concerns -- "continuing" implying that all have a time or historical dimension, "concerns" suggesting that all are recognized by Canadians as having an actual or potential effect on the quality of our national life.

3. It was the aim of the Foundation to encourage the development of teaching/learning materials and strategies which would interpret these concerns to Canadian students in the elementary and secondary schools. How to proceed with this was indicated quite clearly by the other objectives. Pilot projects, consisting primarily of classroom teachers, from various levels of education and from different regional and cultural backgrounds would be established for the co-operative development of curriculum. Each would focus on one particular area of concern.

4. The first project was funded early in 1970. By the end of 1972, there were project teams in every province and in 38 centres from Nanaimo to St. John's, 49 teams in all, organized for the most part into three major groupings. Among them, they covered all of the six areas of concern in a way which ensured input from a variety of outlooks and sources.

Project Canada West is the largest of affiliated projects of the CSF. It consists of fourteen teams with personnel drawn from the four western provinces.

The general theme of PCW is Canadian urbanization in its various facets, developed through a number of teaching strategies and disciplines. Its concern is the development of materials and processes for more effective teaching and learning about urbanization. Each of the subprojects has taken a particular aspect of this theme and concern as its special responsibility, the result being a network of related and co-ordinated studies about Canadian urbanization ranging vertically from kindergarten to senior high school and horizontally across a variety of disciplines, including art, literature, biology and the various social and environmental sciences.

5. For example, the "Identity" subproject in Saskatoon is directed to students in grades four to eight. Five teachers' guides and a wide range of multi-media materials are designed to help the student to understand the concept of identity and how it is achieved in the urban setting. The major studies focus, in a consecutive arrangement over the four or five years, on the self, senior citizens and ethnic groups. These studies are now in wide use throughout Canada. The team has also been of great assistance to other CSF groups who are also looking at the concept of identities, particularly the Frederiction team in the New Brunswick Canada Studies Project.

6. Perhaps a word should be said here about materials and publications. Materials serve as a vehicle for considering and testing new approaches to teaching about Canada and as a focus whereby teachers can exchange ideas and information. Commercial publication of materials per se is not a primary aim, although, as noted, contracts have been signed and others are presently being negotiated with Canadian-owned publishers. At a time when we are facing almost a surfeit of Canadian materials in our classrooms, the problem for the teacher is one of selection and the ability to deploy his curriculum development skills in using materials of all kinds in ways that will most effectively achieve the aims of teaching Canadian Studies. Curriculum development should be a continuing process to ensure that classroom materials retain a contemporary relevance. There is much to be said for "homemade" materials that can be kept up-to-date or replaced quickly as the contemporary scene changes. Many of the materials developed by Foundation projects are being widely disseminated through exchanges between teams and through interregional and national workshops based on the network of seven hundred teachers and associated resource people across Canada. In all cases, the aim is not to develop total new curricula but to seed and supplement existing curricula and to provide suggestions to those who have formal responsibility for developing new programs.

Project Canada West has developed a unique vehicle for the dissemination and evaluation of its products. During the past 18 months, the various PCW teams have been hosting a series of "mini-conferences". In each case, approximately 25 to 30 teachers from across Canada and all previously unacquainted with the project are invited. They, in turn, have agreed to test the materials and processes in their own classes. At the conference, these teachers interact with the teacher-developers to gain a detailed insight into the work of the project. They are also trained in the appropriate evaluation skills so that they can provide the necessary feedback to the PCW team. By 1975, upwards of 500 teachers will have been introduced to the work of Project Canada West in this fashion. In the process, they also make the acquaintance of other teachers from across the country who share their interest in a particular area of Canadian concern.

7. While the first project funded by the CSF was called The Laurentian Project and involved teachers from Quebec City and Peterborough, the term "Laurentian Projects" is now used to designate the Foundation's main bilingual teams, principally the original Peterborough-Quebec Project which is developing units of study on the theme of "The Impact of Technology on Canadian Society", the Outaouais Project in the National Capital Region, focussed on linguistic and cultural relations, and the Montreal-Toronto Research Group which is exploring differing interpretations of various themes and periods in Canadian history.

In discussing these projects in a speech to the Empire Club in Toronto earlier this year, Walter L. Gordon had this to say:

> Let me give you two examples of what is going on.
>
> A group of English-Canadian teachers in Toronto and 550 of their students are working with a group of French-Canadian teachers in Montreal and 350 of their students in studying selected periods and themes in Canadian history. There is no thought of developing a single interpretation of our history that all Canadians would agree with. That would not be possible or practicable. It is practicable, however, to explain to English-speaking students how their opposite numbers in Quebec interpret certain incidents in our past. And vice versa. And that is the beginning of understanding.
>
> This is being accomplished -- in this particular project -- by a series of student visits and by the English- and French-speaking teachers getting together in monthly seminars. If in the long run this helps English- and French-Canadians to obtain a better appreciation of each other, it is surely well worth-while.
>
> My second example is what is known as the "Outaouais Project" which focusses on the role of a national capital in a bilingual multi-cultural country like Canada. Under the auspices of the Foundation, a number of teachers, university professors, administrators and school board members from Ottawa and Hull met jointly for the first time in history. Prior to that, the Ottawa River had been as unassailable a barrier as the Berlin wall. Now, teachers and students from both sides of the river are working together in the development of learning materials about the Capital Region and having a lot of fun doing so.

8. Project Atlantic Canada is the youngest of the major project groupings and is just completing its third year of work on the theme of regionalism and cultural diversity, viewed initially as an Atlantic regional phenomenon and then comparatively as a major Canadian phenomenon. PAC has been described as the largest co-operative educational effort ever attempted in the Atlantic region, having brought together representatives from all four departments of education and teachers' federations as well as the various faculties of education throughout the region. Thirty teams of approximately 150 teachers and their students are organized into four components.

The New Brunswick Canada Studies Project comprises eight teams throughout the province all examining the theme "New Brunswick Lifestyles: An Ongoing Experience in Cultural Diversity" from a variety of disciplines and levels. For example, the Hartland team is studying the influence of the United States on a border community while the team in Sussex is looking at the issues facing the rural community in the Maritimes.

PROFAT (Projet des francophones de l'Atlantique) comprises francophone teams in all four provinces, with the bulk of the activity in New Brunswick and Nova Scotia. This project aims at the production of materials and the development of teaching methods that will interpret the unique identity of the Atlantic francophone culture to itself, to nonfrancophones within the region and to other Canadians. Links have been forged with the Quebec team of the Laurentian Projects and a student exchange program has been initiated.

The Nova Scotia-Prince Edward Island Project consists of 15 teams in the two provinces which are studying diversity from three perspectives: literature and art, economic and environmental issues, and history and heritage. Finally, the Newfoundland-Labrador Canada Studies Project has five teams exploring cultural diversity in that province, in particular as it relates to the forces and process of change. One team of teachers in the Exploits Valley is working on a study entitled "The Beothuks -- A Vanished Race". Their students wrote a play based on their studies which was very well-received at this year's Dominion Drama Festival. Another team is studying the phenomenon of resettlement of the Burin Peninsula.

In August 1973, Project Atlantic Canada held a very successful three-day workshop, involving more than 100 teachers, at Mount Allison University in Sackville, New Brunswick. Varied sessions were provided whereby teachers were able to improve their skills and knowledge and lay plans for their project work this past year. This past August, a second workshop was held at Sackville in conjunction with the annual meeting of the Canadian Association for the Social Studies. More than 400 teachers from all provinces attended this bilingual gathering. CSF projects from all across Canada made presentations and provided the main components of the conference program. This was the first opportunity for PAC to present its work to a national audience. The chance to interact with teachers from other regions extended the various opportunities that project teachers gained during the past year to meet with their colleagues elsewhere, particularly by attendance at the Project Canada West mini-conferences referred to earlier.

All PAC projects will be holding national dissemination conferences, along the lines of the PCW model, during this calendar year. In fact, two of these have already been held, by the NLCSP and the NBCSP. Together, they involved about 125 teachers in a very direct personal sense in both the specific work of an Atlantic team and, as well, in the wide work of the CSF.

9. By now, it should be obvious that the bulk of the work of the Foundation is carried on within and by the projects and teams. In case there is any doubt about this being more than a verbal commitment, it is instructive to note that four out of every five dollars spent by the CSF has been disbursed directly to the projects and their activities. However, as already indicated, these undertakings do not exist in isolation, either practically or philosophically. The three main regional groupings are in almost constant contact and co-operation with each other in a variety of ways. In some cases this involves the exchange of ideas. So, a teacher from Fredericton interested in cultural diversity and the question of identity arranged to visit the PCW Identity team in Saskatoon. One outgrowth of this was a Canadian Cultural Ball which involved about 300 persons from the various ethno-cultural backgrounds in New Brunswick. While this kind of interaction is not always possible, the Foundation publishes a newsletter, called Contact, designed to facilitate the exchange of ideas and information among teachers of Canadian studies. Each issue, which is distributed to about 3000 educators across Canada, highlights the work of a particular project team.

In other cases, the exchange is of teaching/learning materials and procedures. For example, the Fredericton team of the New Brunswick Canada Studies Project, which is conducting a study of Fredericton as a capital city, has been using a study of capitals, developed by the Outaouais Project. This sort of exchange provides the developing team with an excellent reading of the transferability of their work to other regions of Canada. Probably the best continuing example of this is the series of mini-conferences being held by Project Canada West during the past 18 months.

10. Finally, there have been numerous occasions on which people, ideas and materials have had the opportunity to interact. The CSF has hosted, either centrally, through its projects, or in co-operation with other organizations, a number of national workshops for teachers of Canada studies. Mention has already been made of the CASS-PAC meetings this past August. Two other excellent examples from recent months are the institute for francophone teachers of Canadian studies which took place in Cap Rouge, Quebec, early in August and which was attended by about 40 teachers from across Canada, and the series of conferences on Canadian studies which are being co-sponsored by the CSF and the Ontario Teachers' Federation, and which are designed to assist participants in implementing recent Ministry directives regarding Canadian studies.

In sum, at this point, the objectives set at the outset in 1970 seem close to attainment. Perhaps the greatest single accomplishment has been the creation of a national network of teachers nearly all of whom have, in their dedication and commitment, gone far beyond any dollar value that could be placed on services that have primarily been freely given over and above normal teaching time and duties. During this year, their efforts will be devoted mainly to completion of their project work, in particular to the preparation of reports and teaching guides and to the final revision of classroom materials for publication in whatever forms, commercial or otherwise, seem most feasible. Much consideration is being given to the most effective utilization of this network in the next phase of the Foundation's work, a phase which is now assured following approval by the Council of Ministers of Education to a continuation and expansion of CSF activities beyond 1975. While some teachers may well prefer to continue with project work similar to that in which all are now engaged, it seems likely that more can best be utilized in leadership roles with new teachers, including the communication and dissemination of the experiences and findings that have accrued from their present work. Project teachers are increasingly assuming this role now.

The foregoing consideration raised the question of what the most significant future role of the foundation should be on the Canadian educational scene. While the sponsorship of new projects -- in particular an interprovincial francophone project and efforts in areas such as multi-cultural studies to which little attention has been given to date -- will be important, of equal, if not greater importance may be a facilitating, co-ordinating and consultative role in relation to the many local Canadian studies programs now appearing on the national scene. These are generally attracting significant local support which suggests that Foundation resources should primarily be devoted to promoting inter-provincial, inter-regional and national interaction that will supplement and extend such efforts.

A very significant meeting of about 125 educators interested in this question will take place in Ottawa at the end of this month. In light of Dean Horowitz' comments yesterday concerning the desirability of greater participation by classroom teachers in such national conferences, I should note that well over half the delegates will be full-time classroom teachers.

Many of these will be veterans of the CSF work of the past five years and it is most instructive to listen to their own impressions regarding their experience in this exercise in continuing education.

PRINCIPLE OF PROGRAM DEVELOPMENT

Thomas W. Miller, in a doctoral dissertation (University of Saskatchewan, Saskatoon, 1972) identified ten principles of curriculum development procedures as practised by Project Canada West. These are that curriculum development by teachers may proceed effectively if:

a. the teachers participate in every phase of the planning,

b. the teachers work in an atmosphere of co-operation, permissiveness and equality,

c. the teachers have the essentials of curriculum development -- time, money and facilities,

d. the teachers select a limited program for local development and avoid elaborate, comprehensive programs,

e. the teachers give attention to specific goals and appropriate materials, content and teaching strategies,

f. the teachers employ the methods of professional researchers to study current literature, available materials and other curriculum projects, and thus acquire a research point of view,

g. the teachers utilize the services of education consultants, university scholars, professional laymen and other resource persons,

h. the teachers utilize a central co-ordinating body to unify their scattered efforts, and to assist each other,

i. the teachers develop good public relations with their supervisors, other teachers and laymen, and

j. the teachers conduct a program of continuous evaluation of their work.

Dr. Miller's analysis of the practices of Project Canada West teachers indicated that there is a direct, positive correlation between the above principles and successful curriculum development.

Peg Burke in a master's thesis (University of Saskatoon, 1973) found that there is a direct, positive correlation between involvement in program development, as practised by Project Canada West personnel, and professional growth. She found that the teachers:

1. acted as change agents with other teachers,
2. worked closely with consultants in developing their program,
3. increased their interest in educational problems,
4. became involved with research and educational theory,
5. developed a wide repertoire of teaching strategies,
6. gained an understanding of curriculum theory,
7. were stimulated to read in diverse fields.

Administrators who have been associated with the PCW teachers during the five-year period all report that the teachers have become more professional.

We therefore believe that one successful strategy for the continuing education of teachers is that of program development in which teachers are consulted and involved.

RECOMMENDATIONS FOR FACILITATING TEACHER LEARNING

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In 1970-71 a study was made of 35 beginning elementary-school teachers selected at random from two school boards in Ontario (Fair, 1973). The purpose of the study was to provide knowledge about the learning behaviour of these teachers during the first 26 weeks of their careers. The study focused on the teachers' deliberate efforts to learn, which were called learning projects.

A learning project consisted of several related episodes occupying a total time of at least seven hours, during which the learner's primary interest was to gain and retain for at least two days certain clearly identifiable knowledge, skills, or attitudes related to her role as a teacher.

The findings revealed that beginning teachers spend considerable time in learning activities and believe these learning activities are of value to them as teachers. The subjects in the study undertook an average of 8.8 professional learning projects during their first 6 months of teaching with a total of 500 hours on these deliberate learning efforts.

Recommendations

The following recommendations emphasize those techniques and resources for learning that the beginning teachers in this study demonstrated they already used and found effective.

First, to facilitate learning, beginning teachers should be paired with a sympathetic yet competent teacher. Patricia Swanson (1968) in her article, "A Time To Teach and a Time to Learn", described the type of person and relationship that is needed:

> The person should not be a supervisor, but a non-threatening helper who teaches in the same building, who possesses superior classroom skills, and who wants to share his knowledge with others....Initially this person will provide the security and support necessary for the beginner to adjust successfully to teaching and later will serve as a professional model and partner in the pursuit of excellent teaching (pp. 82-83).

The two teachers should work in the same geographic area of the school. In an open plan school, or a school without internal walls, they would be in the same area; in a school composed of self-contained classrooms the two teachers should have rooms adjacent to one another. The data from this study clearly indicated that other teachers are the major source of help in most learning projects for beginning teachers and it was found that the teacher close at hand was the one who was used most often. Looking at this finding from the negative side, beginning teachers should not be located in a portable classroom or in any location which is isolated from the rest of the staff. Those teachers who undertook the fewest learning projects in this study were located either in portables or in some remote part of their building.

This proximity factor could also be seen in the use of consultants. It was found in this study that the teachers in the school where the mathematics consultant had his office used that consultant for numerous projects. In other schools the same consultant did not appear as a major source of help. Similarly, the one teacher who used the physical education consultant as a major source of assistance was teaching in the same building where the consultant had his office. These situations, however, were by chance rather than by design. I would recommend that if consultants are to be employed they should have work space in one of the schools. In some situations, however, it might be better not to bother with full-time consultants at all but rather give some form of merit pay to certain teachers on every staff who are particularly adept at helping other teachers with their learning efforts.

Principals of schools should be aware that they are not primary sources of assistance in the learning projects of beginning teachers. Their major contribution seems to be as instigators, reinforcers, and as secondary sources of assistance. Parsons (1971) in studying the teacher perception of supervisory effectiveness found that beginning teachers saw other teachers as being the most effective in helping them improve the content, processes and outcomes of their teaching with the principal being most influential in the supervisory roles. I would recommend therefore that principals should spend most of their energies in arranging for the beginning teacher to have time to contact other teachers and to provide specific resources for the teacher to use. It would appear from the data in this study that if a principal wanted to help a beginning teacher learn about the teaching of reading he would have more success if he freed the teacher to visit and talk with one of the other teachers on staff than if he tried to give the teachers some pointers himself. The principal must be a facilitator of learning for his teachers, not a primary source of information.

If a principal wants to hire teachers who are aggressive learners, I would recommend from the data in this study that he should include in the interview questions about those learning projects that the beginner has been involved in during the past year. The data indicate that people with some university experience attempt more learning projects than those who have had none. However, even within the university experienced group there was a wide range in the number and the duration of the learning projects undertaken. One would expect that an active learner would have attempted at least eight or nine learning projects over the preceding 12 months and have spent at least 500 hours in learning activities.

Printed resources were very important to the beginning teachers in many of their learning projects. However, those printed resources that were immediately at hand were the ones that were used. Physical education courses of study were a major source of assistance because most classrooms have them as part of the teacher's library.

Manuals were important in the projects based on learning about the teaching of reading because most sets of readers are accompanied by a manual which is in the teacher's classroom. When the teacher used professional books they were usually ones she had purchased during her teacher education period or they were books that were readily available in the staff room. In short, the printed resources that were used were readily available to the teachers.

These data would suggest that professional libraries in a central geographical location are of little use in the learning projects of most beginning teachers. I would recommend that the books and materials in central repositories be distributed to the various schools to be housed in the staff room and thus available to the teacher when needed. The central library would then consist of a system that indicated where the various resources were located. If a teacher wanted particular material he would telephone the central index, which would locate the material in one of the schools and have it delivered to the teacher by the next day. Becoming more sophisticated, some form of teletype system, like the ones now used in the public libraries for inter-library loan, could then be introduced to speed up the process. Eventually, each staff room would be equipped with a terminal into the central computer-assisted information bank. Using some system of key words the teacher would identify her learning needs and the computer would select and start delivery of the appropriate materials. Fed into the system could be records of films, audio and videotapes, and radio programs. Similarly, the name and phone number of human resources willing to assist teachers could be included. Even the listing of all university courses, short courses given by various agencies, lectures, and professional development programs sponsored by specific schools could be stored in the memory bank. By "talking" to the computer via the teletype system located right within the staff room of her school the teacher would be able to identify more precisely what she wanted to learn and would have a wide range of learning materials at her disposal to help in the learning project.

In short, although this study demonstrated that beginning elementary school teachers attempt numerous learning projects and spend considerable hours at them, it became apparent that most schools and school systems were not capitalizing upon, nor reinforcing, enough of these in-service learning efforts.

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RESEARCH, SCHOLARSHIP, AND THE CONTINUING EDUCATION OF TEACHERS

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Most of us at this conference assume that programs for the continuing education of teachers are desirable, though we have spent little time discussing specific ends or objectives. We have discussed a great many ways to involve teachers in learning and to provide conditions and facilities which will stimulate growth. But when teachers are motivated to learn, when we have provided the necessary conditions, bribes or threats, opened the channels of communication and improved our "delivery system", what will we have to deliver, and to what end? What will be the sources of the new and exciting ideas, the better teaching materials, the improved procedures, and the solutions to difficult problems? No discussion of continuing education for teachers can be complete without some consideration of educational research and scholarship.

To some extent, of course, good teaching practices and materials will always be devised by teachers themselves, in their classrooms and in interaction with colleagues. As in most professions, much of the teachers' continuing education will occur in the process of doing the job, in the time-honoured "school of hard knocks", which grants many lumps, some wisdom, and few degrees.

There are, however, serious limitations to this everyday educational process, and in recognizing these limitations, we see the need for formal and informal interventions such as we are discussing at this conference. Given limited time and resources, teachers find things which "work" for them, develop some kind of rationale to justify what they do, and adjust to needed and imposed changes, but systematic identification, analysis, and validation of "good practice" is usually not practicable for the busy teacher.

More serious than limited time and resources, however, may be the limitation imposed by the school environment itself. People in schools, as in all such institutions, develop a kind of institutional perspective: shared assumptions, beliefs, and prejudices which can restrict their views and create blind spots to possible problems. The "givens" of the school situation, and the "common wisdom" of those within it, may be so taken for granted that they are seldom even thought about. For example, the self-contained classroom, the notion of dividing the curriculum into "courses", and the concept of a school as a particular physical location are all "givens" in the thinking of most teachers, and so long as they remain "given", possible alternatives are unlikely to be considered. The "common wisdom" or "common sense" of the school is usually predicated on such assumptions. That is, "given" this situation, it follows (for instance) that "most students need to be forced, or they won't do their school work". The main problem, both with the assumptions and the wisdom, is that they are taken as so obvious that they need not be questioned; they are accepted and acted upon without anyone bothering to ask if they are necessary or true, and they are seldom examined as possible sources of trouble. As the humorist Josh Billings reminded us, however, "It is better to know nothing than to know what ain't so", and some of our most productive recent scholarship in education has been devoted to questioning those "eternal verities" which perhaps "ain't so".

Another aspect of this limited institutional perspective is the teacher's role as defined by the school. As in most large, long-standing bureaucratic institutions, the teacher's job is defined not in terms of end results but primarily in terms of tasks and traditions. The teacher is the person in the system who does certain things, and the standards of teaching behavior are powerfully shaped by cultural expectations, for instance, that the teacher will "tell" students what they need to know. Consequently, his professional education, self-directed within the limits of this view, is unlikely to lead to new conceptions of the tasks themselves or of his role with regard to the school and his students. Certainly there is nothing inherently wrong with improving one's skills; the danger is in failing to examine the tasks critically. Like ancient doctors perfecting their skill at blood-letting, teachers may devote considerable time and effort learning to do well what shouldn't be done in the first place.

One of the main purposes of continuing teacher education as it has been discussed at this conference is to overcome these limitations of time, resources, and perspective. The limitations also indicate the importance to schools and teachers of educational research and scholarship in the "ivory towers" of universities, institutes, and provincial education agencies. Freed from the pressures and demands of the classroom and immediate community, and sufficiently independent to achieve a degree of objectivity and perspective, researchers and scholars have the time and resources for the collection and evaluation of data, for careful problem solving, for teasing out the principles underlying good practice, for reflecting on situations and building theories, for considering purposes, ends, and means, and for questioning even those beliefs that seem to be beyond question. Through the generation of new information, ideas, and materials, educational research and scholarship should play a major role in the continuing education of teachers.

Understandably, however, teachers and schools have always been somewhat impatient and suspicious of much "ivory tower" scholarship. Though few w[illegible]eny its potential usefulness, many question whether that potenti[illegible]being realized. The relatively slight influence of theory and research on practice is partly due, of course, to inadequate and haphazard "delivery systems". Traditionally, educational scholarship found its way into schools indirectly, through new teaching materials, through scholarly writings which were subsequently popularized in books and journals for teachers, teacher training institutions where scholars tried to influence potential teachers and through them the schools. The obvious problem with this latter approach was that the pre-service teachers were often not ready for what the scholar had to offer and the number of in-service teachers receiving graduate training was small. Unfortunately, much education research remains inaccessible to teachers, both because it is not reported in readily available journals which teachers read, and because teachers have not been trained to locate and interpret research when they need it. Teachers in training are seldom required to read or interpret research in education, and they often do not acquire even the most rudimentary bibliographic skills which would permit them to locate needed information.

Perhaps a more serious problem with much of today's research and scholarship is that it is out of touch with school realities; it fails to communicate to teachers, and there are not enough "middle men" around to make the necessary connections. Like the schools, the scholarly "establishment" can become something of a world unto itself, with the inhabitants more interested in impressing each other than in influencing the schools. Because the academic community generally rewards scholarly publication more than service to or influence on the schools, it is understandable that educational scholars occasionally lose sight of their ultimate audience. Although there is obvious justification for research into basic questions with no direct, immediately obvious application to school practices, there is also a great need for educational researchers to consider the practical implications of their own work, and to consider the pressing problems of the real-world teachers and schools in establishing research priorities.

Perhaps inevitably there will be significant and justifiable differences in perspective and priorities between the educational scholars and the teachers. The scholar must often contend that the immediate problems cannot be solved adequately until prior questions are answered, and to engage in ad hoc problem solving on the basis of inadequate theory or information would be of no particular use and would delay work on the underlying questions. But the teacher is called upon to act now; he cannot afford the luxury of waiting until all the answers are in, and he is understandably irritated when help and support are not forthcoming.

Despite these differences, however, the ends of educational scholarship and of teaching are similar in important respects. Broudy, Smith and Burnett, in Democracy and Excellence in American Secondary Education[1] identify four "uses of schooling", the replicative, applicative, associative, and evaluative, that can be applied to research and scholarship as well. The replicative use of research is where procedures and materials are used directly by teachers to obtain particular results in the classroom.

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[1] Broudy, Harry S., B. Othanel Smith, and Joe R. Burnett. (Chicago: Rand McNally, 1964).

Experimental treatment studies, behavior modification research, research on questioning strategies and on the use of teaching machines have all provided teachers with particular tools and techniques to accomplish specified ends, and they are often used replicatively. Although most teachers value the practicality and immediate usefulness of research which can be used in this way, they should be aware that many important objectives are not susceptible to this kind of direct treatment approach, and that the outcomes of any procedure are never as predictable in real classrooms as they may be in a controlled experimental situation.

The applicative use of research and scholarship involves using principles, theories, and information to solve new problems or accomplish given tasks. The teacher does not replicate what the researcher does; he applies the findings to his own situation. Principles of psychology may be used to resolve discipline problems; Ausubel's theory of meaningful learning, anchors, and advance organizers has relevance for organizing units and lessons. Learning theory, developmental studies, theories of motivation and personality, and research on group dynamics are all relevant to the classroom, but very often the teacher's only contact with such scholarship is in formal university courses, where he learns what the theories are and very little about how to apply them to his everyday work in the schools. The two-fold challenge here is to keep the teacher up-to-date on scholarship and to help him translate inert, text-book knowledge into attitudes and approaches which influence his teaching. Perhaps the major difficulty is overcoming a culturally-engrained "addiction" to replicative uses of knowledge on the part of many teachers. What they learn is considered useful only if it can be "passed on" directly (i.e., they can tell it to their students), or can be duplicated in their own behaviors (i.e., they can do it on Monday); everything else is "mere theory". Researchers and scholars must accept much of the responsibility for such attitudes by failing in their own teaching and writing to consider the practical implications, the applicative uses of scholarship by the audiences intended to benefit from it.

The associative uses of scholarship involve the ad hoc uses of one's general store of information about schools, students, subject matter, and the world. As part of the teacher's cognitive framework, any information or ideas may be brought into play in thinking about situations or considering solutions to problems. Until it is "called to mind" and used to increase understanding or to generate the answer to some question, much of the information which we possess is merely there, available but not directly useful in a specific sense. Until it is used to shape a teacher's approach to his subject and students, or in a direct applicative way to solve a particular problem, much of the teacher's "knowledge" of educational history, philosophy, and psychology is used associatively, in a more-or-less random fashion to provide occasional insights, give depth to his thinking and perhaps a sense of confidence that he is "aware" of things he is expected to know.

The evaluative use of research and scholarship contributes to the teacher's perspective, helping him to make sense of and judgments about situations and what he is doing. Status studies, historical or comparative surveys, and theoretical statements such as Harry Broudy's The Real World of the Public Schools give the teacher some sense of the "big" picture, help to shape his professional values, and determine the criteria he uses in evaluating his work. Work which challenges the teacher's assumptions and orientation and has the effect of re-shaping his views is used evaluatively, as were many of the books of the "romantic educational critics" in the late 1960's and early 70's, such as John Holt's How Children Fail, Charles E. Silberman's Crisis in the Classroom, and Neil Postman and Charles Weingartner's Teaching as a Subversive Activity.

If educational research and scholarship are to realize their potential, both scholars and teachers will need to recognize what the uses of scholarship are. The challenge to school people is to understand that the uses of knowledge are not merely replicative; the "how to do it" book can be valuable, but its usefulness is limited, especially if technique is not accompanied by some rationale and perspective. The challenge to scholars is to recognize that their work will have limited effects until it can be linked to the real world of the teachers and its potential usefulness communicated to them.

Several developments in recent years have pointed the way for increasing the usefulness and impact of educational scholarship. In England, the major educational research and development agency, the Schools Council, is teacher controlled, and perhaps not incidentally its school-based and school-oriented research seems to be having a marked influence on schools in that country. While Schools Council research is scrupulously sound academically, relying on the work of the best "pure" scholars and researchers, it is also pedagogically realistic, and there is a marked concern for the dissemination of its work through publications that translate theories and research findings into practical strategies and materials that teachers can use.

Despite some criticism that much of our research has been too "esoteric" and unresponsive to school needs, the Ontario Institute for Studies in Education (OISE) has established a pattern of operation which seems promising. A strong publications program is increasingly oriented to production of materials for teacher and school audiences; field centres have been established throughout the province to open lines of communication both to and from the schools; OISE staff are directly involved in work with school boards and teachers, and there is increasing stress on field development and service to schools in OISE's rewards system. Perhaps most important, the Institute is achieving a balance between basic and applied research, emphasizing the need for high standards of work in both areas.

Various commissions and high-visibility projects have demonstrated the potential usefulness of fact-finding and status studies on high-priority issues. In England, the recently-published "Bullock Report", A Language for Life, promises to be one of the most significant reports on reading and mother tongue education to be published in this decade, just as the now-famous Plowden Report, Children and Their Primary Schools, had a profound effect on thinking about early schooling in the 1960's. Certainly educational research need not make great waves of publicity in order to be useful, and at times publicity can have the effect of negating its potential usefulness, which may have happened with Ontario's controversial Hall-Dennis Report, Living and Learning. But studies and projects which bring extensive resources and thought to bear on recognized problems and issues, and which are reported in language understandable to teachers and the lay public alike, can have a very significant impact on educational thought and practices, making important contributions to the continuing education of teachers.

In Canada, England, and the United States, subject matter organizations such as the Canadian Council of Teachers of English, and teachers' organizations like the Canadian Teachers' Federation have encouraged and supported important studies and projects involving scholars and practitioners in joint efforts, and they have disseminated research findings in their publications. The publications of the (U.S.) National Council of Teachers of English, with periodic reviews of subject-related research for the teacher, might well be studied and emulated as practical vehicles for keeping teachers informed of developments in their field. At a time when there is so much scholarly work underway, there is a critical need for on-going middle-ground agencies and teacher-oriented publications to evaluate, interpret, and disseminate scholarship for teachers. But a much more important function of such organizations is that they provide a forum where teachers, scholars, and researchers from all levels of education can come together. In the final analysis, our success in promoting continuing teacher education will probably depend less on particular programs, motivating devices, and delivery systems than on the development of a genuine community which promotes communication between practitioners and scholars. Though we can help to create favourable conditions for such a community, it is the intellectual and professional challenge of real world needs and powerful, useful ideas which must give it life.

THE OPEN ACCESS STUDY PLAN FOR CONTINUING EDUCATION

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John A. MacDonald is Supervisor of Elementary Education in the County of Cape Breton in northern Nova Scotia, Canada. He is married with five children and has just purchased a new home. John attended a local university where he received a B.Ed. degree in 1962. Soon after he began his teaching career, John enrolled in summer courses and by 1970 he had completed five courses and a thesis and was awarded a Master's degree in education. Since being appointed to his present supervisory position two years ago, John has felt a need for further study and additional competence particularly in the fields of curriculum and supervision. A doctoral level program could be the answer, but while his family is willing to accommodate vacationless summers and a certain amount of financial sacrifice, two or more years of full-time graduate study is out of the question. Besides, the nearest Canadian program suited to his needs is over 1200 miles distant. Is John MacDonald to continue with unmet learning needs? Is there another option?

The Open Access Study Plan is essentially a performance based model of graduate study. On one hand, the concept contains alternative elements like those found in Britain's Open University, in institutions like Nova and the Union Graduate School, and the external programs of the University of London. On the other hand, it contains many of the elements of traditional models. OASP students have supervisors, committees, programs of study approved in advance, orals, candidacy examinations, theses and external examiners. The plan is designed to accommodate a very special group of students -- students who know exactly the kind of learning they wish to pursue, where they would like to pursue it and with whom they wish to study. Thus, OASP is not appropriate for all those interested in furthering their education.

A major emphasis in OASP is to form a consortium which would allow students in Atlantic Canada many of the same opportunities for flexible programming that they would have if they pursued graduate study at major educational institutions elsewhere in Canada or the United States. While no no one institution possesses the resources certain students may need, by working cooperatively the resources may be available. We believe that in addition to the many instructional resources inside universities, many of the outstanding people work outside of post-secondary institutions and would be excellent resources for participating students. A major problem has been to gain access to these resources.

OASP is not a correspondence school or a way of avoiding work. It is not a structure which permits completely independent study without supervision nor is it a free school or alternative college for those who cannot succeed in a traditional university environment. OASP is not an easy route to a graduate degree. On the contrary, more work and initiative is usually required to obtain a degree through the Plan than would be required in a well-established university program in a specified field. A significant departure is that there are no fixed programs and few fixed requirements in terms of courses and similar offerings. The concept of OASP is that in the light of students' backgrounds, interests and learning needs, individualized programs are mounted which in many cases may cut across several academic and professional fields. It is important to emphasize that OASP is not an external degree route in the European sense. Nor can a student be awarded a degree merely by producing a satisfactory thesis or dissertation. OASP takes into account students' past work and builds upon it, but students must work and study under supervision, and learn from experience for at least the equivalent of two years full-time study after they have registered with AIE in order to satisfy the requirements for the Ph.D. degree, and for the equivalent of one year of full-time study for a Master's degree.

Governance of OASP

The Academic Council of the Institute is the equivalent of the Senate of most universities. It is comprised of two-dozen persons representing such institutions as the universities, the teachers association, the education students' association, and the AIE staff. The Academic Council is responsible for the academic affairs of the Institute and thus accepts overall responsibility for the Open Access Study Plan. The Council recommends the awarding of degrees and other appropriate certificates of achievement. All regulations governing the Open Access Study Plan were approved by this body. The Academic Council has delegated its regulatory responsibilities for the Open Access Study Plan to two standing committees -- Admissions, and Programs and Degrees.

The function of the Committee on Admissions is to determine which applicants could benefit from OASP study and to issue successful applicants with a Statement of Eligibility. It is important to emphasize that a Statement of Eligibility implies only that the student has the prerequisites for admission and does not guarantee that he will be allowed to register in the Open Access Study Plan.

The Committee on Programs and Degrees is the body that actually determines if a student will be registered. Having been issued with a Statement of Eligibility, a student, in conjunction with a program advisor assigned by the Institute, then constructs a study proposal which specifies in detail what is to be studied, with whom and where it will be studied. The first year's experience has shown that it takes between three and nine months of effort to translate educational needs into an academically sound proposal. When the student feels that he wishes to apply for registration, his proposal is submitted first for external review and appraisal and then to the Committee on Programs and Degrees. If the Committee is of the opinion that the proposal is academically sound and that the human, library and research resources are available so that the proposal can be completed with academic integrity, the student becomes registered. At the time of registration, a supervisor and a supervisory committee are appointed for each student; they become directly responsible for supervising the student's progress throughout his OASP studies.

Methods of Obtaining Academic Credit Under OASP

The OASP provides a number of methods through which students can secure academic credit towards their degree. It is important to note that all must be approved in advance by the Committee on Programs and Degrees. (a) Existing Courses at Other Universities:

> These may be at local universities or even in other countries. In certain circumstances, arrangements are made with the instructor for extra assignments and tutorials to upgrade the offerings to appropriate levels.

(b) Supervised Study or Tutorials:

> This has proven to be one of the most common methods of study as there are few courses which meet Ph.D. requirements offered at local universities and it permits individualized courses suited to the specific needs of each student.

(c) Independent Study:

> The student follows an approved study proposal and submits its products for evaluation by an external authority.

(d) Internship:

> The student spends a specified amount of time in a supervised work situation.

In addition, each student is required to complete a graduate colloquium which was introduced to provide an opportunity for students and staff to interact in a group situation. The colloquium is held one Saturday a month and lasts for six or seven hours. Guest authorities present views on current educational issues. Students are required to do pre-reading and to write a critical analysis of the ideas encountered. Thesis research is weighted at six credit hours at the master's level and twelve hours at the doctoral level. It is expected that most OASP students will earn academic credit through all of these methods of study, although only the graduate colloquium and the thesis are compulsory.

John MacDonald -- A Case Study

Returning to the case of John MacDonald, let us trace the typical response of OASP to the needs of such a person. John wishes to pursue a Ph.D. in curriculum and supervision and applies for a Statement of Eligibility which is granted in November, 1974. He works with Institute staff and associates to plan an appropriate program of study which after modification is approved by the Committee on Programs and Degrees in April, 1975. In this case, the Institute has arranged for the Superintendent of Education in a neighbouring school system to serve as supervisor. This supervisor holds a Ph.D. in curriculum and has been active in educational research. The other members of the supervisory committee include a full-time member of the Institute staff and a professor from the neighbouring Province of New Brunswick.

The first sequence of course work takes place at summer school and during the school year while John works at his regular job as shown in the accompanying program of study. For the second sequence, he has been granted a sabbatical which he spends as a research assistant in the Curriculum Development Centre of the Institute, and in study situations in local universities as shown. For the final sequence, John returns to his full-time employment and works with his supervisor on his thesis research. During his program of study, regular meetings of John's supervisory committee have been held, he has had approval for his thesis proposal and has passed the candidacy examination and the final thesis oral.

Though not an actual case, the program above illustrates elements which are already under way and demonstrates both the flexibility and the tight controls which we feel are essential to this form of graduate study. A feature of OASP record-keeping is that work under Open Access is fully documented so that prospective employers and other institutions of higher education can see exactly what a student has done and with whom they have studied. The academic qualifications and positions of those persons instructing students are fully noted on the transcript.

In the first ten months more than 300 inquiries have been received about the Open Access Study Plan. The Committee on Admissions has issued approximately thirty-five (35) Statements of Eligibility. It has rejected 20 on such grounds as "insufficient background in proposed area of study" and "lack of available learning resources". There have been about equal numbers of applicants for the M.Ed. and Ph.D. levels. The largest numbers of inquiries and applicants have been for studies in various aspects of curriculum and instruction (early childhood through higher education). The Committee on Programs and Degrees has so far accepted six study proposals and returned an equal number to students for modification.

The students who have entered the process of constructing study proposals are ambitious and have shown remarkable perseverance. Most proposals have undergone at least three rather complete revisions and have taken three to nine months of preparation before reaching the committee. It is clear that from a procedural perspective, the demands on potential students are far more severe than at any traditional institutions with which the authors are familiar. It is evident that

HYPOTHETICAL STUDY PLAN FOR JOHN MACDONALD

Sequence I (July 1975-June 1976)

Course Titles	Method of Instruction	Credit
Advanced Curriculum Theory	Summer School in Boston	6 cr. hrs.
Principles of Learning and Instruction	Summer School in Boston	3 cr. hrs.
Educational Technology	Modularized Independent Study Course	6 cr. hrs.
Graduate Colloquium	At AIE, one Saturday per month	6 cr. hrs.
		21 cr. hrs.

Sequence II (July 1976-June 1977)

Course Titles	Method of Instruction	Credit
Organization of the Elementary School	Upgraded M.Ed. summer school course from a local university	4 cr. hrs.
Theory of Supervision	Upgraded M.Ed. summer school course from a local university	3 cr. hrs.
Intermediate Statistics and Research Methodology	Regular university Ph.D. course (under Dept. of Psychology)	6 cr. hrs.
Curriculum Development Internship	Affiliated with the Curriculum Development Centre	6 cr. hrs.
Modern Practices in Educational Administration	Tutorial from a retired school superintendent	3 cr. hrs.
Supervision Practicum	Works in a local college, supervising undergraduate student teaching	6 cr. hrs.
		28 cr. hrs.

Sequence III (July 1977-June 1978)

Thesis: The efforts on pupil attitudes and achievement of locally developed social studies materials for grade 5 pupils in Cape Breton County. 12 cr. hrs.

the Committee on Admissions has selected wisely and that students who have entered the registration process have been exceptional in many ways. Open Access is already reputed among students as anything but an easy route to a degree.

The type of student attracted is worthy of note. The minimum of educational experience possessed was two years while the majority have had more than ten years. Applicants have tended to be older than the typical graduate student and their age and experiences has enabled most to be reasonably specific about their needs. Many had previously been accepted into graduate programs at other institutions but of perhaps more significance, most had continued to study after leaving full-time university degree programs. It has become clear as well that most practising educators can not afford to uproot themselves for a two-year period in order to follow a conventional doctoral program and the Open Access route is their major hope of doing advanced study. These people are not averse to including summer study at leading universities throughout the world. Most, as well, expect to be able to spend at least a six-month period in full-time study and research.

Summary And Conclusion

The Open Access Study Plan has been developed in response to fundamental inequalities in educational opportunity among educators in the Atlantic Provinces of Canada. The major problems of access and the response of OASP should provide some indication of our expectations for the scheme:

Problems of Access	Response of OASP
1. Geographic -- large area, sparse population.	OASP brings learners into contact with learning resources by mobilizing both the learners and learning resources and by developing personnel and materials which were previously untapped.
2. Social and Economic -- persons who for personal or economic reasons cannot pursue full-time study, particularly if displaced from their homes for a year or more.	OASP draws no arbitrary distinctions between full-time and part-time study, or resident and extramural study.
3. Lack of opportunities for graduate study within existing institutions -- some universities do not grant master's degrees and no university in the region grants the Ph.D. in the field of education.	OASP provides access to persons throughout the region at both master's and doctoral levels.

Problems of Access	Response of OASP
4. Restrictions on admission at existing universities -- there is little provision for those who have learned in non-traditional ways and who do not have "paper" credentials.	OASP will provide* opportunities for persons who can demonstrate the results of their past learning to enroll in appropriate programs.
5. Enrolment in a single university restricts opportunities for students to combine the learning resources of many institutions -- while most institutions have minimal resources in a single field, adequate resources are available by pooling resources across insitutions.	OASP provides an overall structure which permits access to resources across institutions and which makes use of significant non-university learning resources.
6. Many communities do not have access to graduate students as a resource to assist them in solving local educational problems.	OASP enables field associates to supervise the activities and research of graduate students in local areas.
7. Educational researchers are limited in their own studies due to the absence of advanced graduate student assistants.	OASP mobilizes graduate students at all levels in a variety of fields and geographic locations.
8. Restrictions imposed by the nature of universities and their organization -- traditional programs are often inappropriate to the needs of students and the region; courses are timetabled; research is often theoretical, abstract, formal, removed from practice.	OASP provides flexibility in the nature of learning methods; open timetabling to suit the individual student; applied research focused on problem-solving, as well as traditional theoretical research.
9. Many prime learning resources exist outside universities and are largely inaccessible to graduate students.	OASP enables involvement of instructors and supervisors without regard to their institutional affiliations.

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*While a flexible admissions policy has been built in, this aspect of OASP will be introduced only after the plan gains more acceptance and many traditional cases have been processed.

It will take further development and experience to judge the efficacy of the Open Access Study Plan. It is reasonable to suppose that since there are no elaborate campuses, buildings, and minimal full-time staff, Open Access programs will cost considerably less in real terms than do conventional programs.

Whether or not this particular model is transferable to other parts of the world remains to be seen. Certainly, in Eastern Canada it seems to be the most viable solution at this point in time. We suspect that in other areas as well student access to appropriate programs is restricted despite the existence of substantial numbers of universities. The failure of most models for graduate study to fully utilize significant learning resources which are not sanctified by universities is considered a major problem in our society and a major challenge for program designers in the future.

DEVELOPING SHORT COURSES FOR TEACHERS: THE APPROACH OF AN ONTARIO FACULTY OF EDUCATION TO PRE-SERVICE/IN-SERVICE EDUCATION

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Faculty of Education
Queen's University

One of the basic functions of a professional faculty in a university is the transmission of the generalized and systematic knowledge of the profession to its undergraduate students. In this pursuit, many faculties have developed a particular type of relationship with their respective fields; namely, one in which the students are provided with an opportunity to gain some field experience. This relationship is no longer sufficient. Today, the world, "...with its constant and rapid changes cannot endure without continuous learning. The expansion of knowledge will alter both educational and vocational requirements at a pace few of us can yet imagine." (Report of the Worth Commission on Educational Planning, page 38.)

Such conditions make it obligatory on the part of professional faculties to become increasingly involved with the task of providing and promoting continued education of the members of each profession through in-service courses. This challenge requires such faculties to meet the many and varied needs of professionals at a time when the body of professional knowledge in many areas is changing rapidly. Any development in this field by a professional faculty must make demands upon resources, both human and material, which are often already fully utilized in pre-service education. Thus, problems with respect to matters such as pre-service educational activities, the research association with the field, the maintenance of faculty autonomy and the allocation of resources must be reconciled and balanced with increasing demands for in-service education. While universal problems with respect to pre-service/in-service education exist for all professional faculties, the main concerns of this paper must necessarily be focused upon themes which appear to be particularly central to faculties of education.

The need for a careful balance of both programs and resource allocation provides only one of the forces working toward an inseparable union of pre-service and in-service education. Pre-service and in-service professional development cannot be treated in isolation one from another. The very nature of teaching as a professional activity demands that we look at all aspects of teacher education and at the contributions of all related institutions. To separate one part of the teacher education endeavour from the other major components is a sure formula for failure.

There is an inevitable, even if sometimes subtle, relationship between consecutive programs, concurrent programs, associate teacher activity, modified internships, varied term sabbaticals, negotiated leave, graduate studies programs, letters of recognition and the varied even if controversial concepts of a continuing education diploma.

In this paper I shall try to do two things: First, to offer you some reflections on the role of a faculty in continuing education and, more specific, on a faculty's approach to short courses for teachers, an approach which tends to draw together elements of both pre-service and in-service education. Second, to outline for you several major concerns of our faculty with respect to in-service professional development.

Now, at this point in the paper, I should explain that the professional setting from which examples of structure and function are drawn is the Faculty of Education with whom I work at Queen's University. It has been the invaluable experience of working with this faculty that has provided both a theoretical and practical base for this paper.

A Faculty's Approach to Pre-service/In-service Education

The relationship between a faculty of education and the professional field tends to be symbiotic. Within the regular pre-service program the faculty-field forms of interaction have tended to emphasize the field's assistance to the faculty in providing pre-service experience for candidates intending to join the profession. Within the same program, other forms of interaction such as in-service programs, specifically sponsored for associate teachers, have tended to provide an opportunity for the faculty to help the field. The changing nature of the professional setting into which the teacher candidate will move provides one of the factors which indicates a need for a dramatic change in field relationships. Furthermore, the broadening of the definition of "field" is exemplified in continuing education programs wherein a faculty may be serving not only a specific professional clientele but also a much wider variety of community groups.

The intricacy of the faculty-professional field relationship simply bears out the inseparable union which must exist between pre-service and in-service education. In the case of the faculty I represent, an awareness of this relationship may best be seen through the following developments in the life of the faculty.

The Faculty and Continuing Education Programs

Consistent with our faculty's desire to encourage all aspects of faculty-field relationships, the provision was made for the establishment of an office of continuing education. Since the fall of 1969, this office has primarily concentrated upon the offering of both basic and advanced certification programs designed for Ontario elementary and secondary school teachers and administrators. A major reason for this early focus was the absence of funding arrangements for non-credit courses. At each step in its certification program planning, the continuing education office sought to draw together the major elements of both pre-service and in-service courses and workshops.

As the B.Ed. program became more firmly established, faculty were able to offer more time and effort toward non-funded and non-credit professional development programs specifically requested by interest groups within the profession.

As the activities of the office of continuing education have increased, a gradual reversal in enrolment patterns has developed between the funded certificate courses which, in a sense, gave the office its earliest major thrust, and the non-funded in-service and community workshops. The change of enrolment patterns between 1969 and 1974 has a significant bearing on the future development of continuing education for this faculty. Within the Summer School Certificate Program it is evident that certain courses are no longer being sustained by a large enrolment as in the past. This trend is to be expected where a certificate program has been offered for a number of years. The pattern of enrolment in such programs suggests that a careful assessment of future enrolments should be made in the planning of certificate courses.

The situation with respect to non-credit courses and workshops is somewhat different. The demand for these programs is indicated by the amazing growth in enrolments during the past four years. These changes in enrolment pattern have serious implications for the funding of programs and this problem will be referred to at a later point in this paper.

As a sub-system within the faculty, the Office of Continuing Education necessarily concentrated upon programs which were quite different in their admission requirements, source of initiation, and organization from those sponsored by the Department of Graduate Studies. Although these two sub-structures have similar concerns with respect to on-going professional education, it can be argued that the departments concerned with undergraduate and graduate studies have more factors in common. For example, both programs pay particular attention to the maintenance of academic prestige and this concern is reflected in candidate selection procedures. This concern is understandable from a university viewpoint; however, provision must be made for the many professionals who are in need of help but who are underqualified to receive this help through a school of graduate studies. It is in the provision of this kind of help that the Office of Continuing Education plays a particularly important role.

In the case of an office of continuing education, the relationship with a client tends in most cases to be of a temporary nature. The office moves to meet the client whereas the reverse tends to occur in the more formal degree programs. This means that new, temporary linkages between the office of continuing education and the clientele must be continually established in order to bring new knowledge to practitioners with every passing year. Among these temporary linkages are human relations training, organizational surveys, specialized subject workshops, seminars, and collaboration on specific problems. Thus, an office of continuing education should have a capability of generating a great variety of temporary systems to suit specific occasions, clients and topics. Furthermore, because of the office's intimate involvement with the professional educational environment, it is not at all surprising that it must press for modifications of both faculty and university policy which may act as constraints upon this involvement. For example, the office must encourage new developments such as diploma programs, a maximum of course credit portability, and the funding of professional development workshops and seminars.

Having given you some background with respect to the creation of an office of continuing education, I now wish to turn to the concerns of both that office and the faculty it represents with respect to short courses for teachers. In this description, it is my intention to point up the consistent attempt to sustain a close relationship between pre-service and in-service activity throughout such short courses.

During the brief history of this new faculty office, we have found that the short courses offered by the faculty have tended to be organized along three major lines of division. These may be entitled somewhat as follows:

1. Regular short courses offered by members of the faculty to the profession at large.
2. Cooperative County Board-Faculty of Education professional development programs.
3. Short courses for associate teachers of the faculty: The groundwork for a new faculty-associate relationship.

I now wish to summarize for you the main elements of each of the above divisions.

The Regular Short Course Programs Offered to the Profession.

Almost from the very beginning of its existence, the Faculty of Education at Queen's University undertook the sponsorship of short courses for teachers throughout the entire calendar year, although with special emphasis upon the spring and summer months.

From the very outset, these short courses assumed characteristics which distinguished them from degree and certificate programs. First, they were relatively brief in duration. If held in the summer, they might be of one or two weeks duration. If presented during the academic year, they each might involve a series of evening or weekend commitments totalling perhaps 20-25 contact hours. Second, they carried neither degree nor certificate credit. An individual faculty diploma or letter of recognition might be issued to a program participant upon completion of a workshop or short course and frequently such letters of recognition have been used as persuasive evidence of professional interest and activity by boards of education. Nevertheless, no general credit pattern has been as yet developed in relationship to such courses. Third, each short course must be financially self-sustaining, in that all expenses must be covered by fees. No form of grant has been available to such programs. Furthermore, it has been necessary that a percentage of gross revenue from each program be retained by the university against overhead cost.

A fourth distinguishing characteristic lay in the special relationship which emerged between the Office of Continuing Education and each individual faculty program sponsor during the preparation and presentation of short courses. This relationship might best be described as shared management or entrepreneurship. The Office of Continuing Education brought to the faculty member the results of research concerning the perceived needs of teachers. The faculty member, on the other hand, brought to the Office of Continuing Education his own perception of program possibility. Needs assessments were matched with flexibility of program design. The faculty sponsor became a co-manager of the program. He decided upon most details of content and determined the optimum numbers for a given workshop enrolment. In consultation with the Office of Continuing Education, he worked out the fine balance between fee to be charged to the profession and the pattern of anticipated expenditures. In a very real sense, he entered into a kind of partnership with the Office of Continuing Education in which he assumed a large measure of responsibility for the success of the program. In order to assume this kind of responsibility it was necessary that he be involved in the basic decision-making pattern at every stage.

Thus, the preparation and presentation of a short course involved a very clear sharing of details of both design and management.

The responsibilities undertaken by the Office of Continuing Education involved program promotion, admission procedures, advertising design, identification of target population, needs assessments, advertising distribution, enrolment statistics, evaluation procedures and financial accounts. The responsibilities of the individual program sponsor were more directly related to content preparation and program presentation.

In this pattern of shared responsibility, certain procedures related to program negotiations were followed on a fairly regular basis between faculty sponsors and the Office of Continuing Education. The following points summarize the sequence of negotiations for any given short course between a faculty sponsor and the continuing education office:

1. First a preliminary study was made of the principle objectives of the proposed program. A kind of rationale for the program was developed and consideration was given to the influence which the proposed program might have upon the overall balance of in-service offerings being presented by the faculty at the time of the proposed workshops presentation.

2. If at all possible, evidence from a needs assessment or professional development survey was considered in program discussions at a very early stage.

3. The proposed format for the in-service program was then discussed and the steps in the presentation of the program were related to the projected contact time with the clientele.

4. Consideration was next given to the question of target population. To whom does the program make its appeal? What perception do we have of the needs of the target group concerned? How reliable are available statistics from needs assessments? Do our statistics indicate the needs of the clientele as perceived by the professional group itself? Does the proposed program come into conflict with other proposed presentations to the same target population?

5. Consideration is next given to the optimum dates for presentation of the program. Is the program designed as a summer offering of one or two weeks? Would the program be far more appropriate to the autumn or winter term? Should the program be offered on a series of dates? Is the program more appropriate to evening or weekend presentation? To what extent does the nature of the target population, distribution of advertising, the extent of appeal, relate to the proposed dates for the program?

6. The sponsor and the Coordinator of Continuing Education then proceeded to cost out the proposed program. A prospective budget was prepared for the accounting department of the university. The following factors are considered for this budget:

    a. The cost of advertising the program
    b. Anticipated material duplication
    c. Food service costs if any
    d. Honoraria to visiting lecturers
    e. The cost of media service technical assistants
    f. Janitor service if required
    g. Instructors' stipend

7. The next procedure was the preparation of program advertising. A study was made of the appropriate kind of advertising for the program. Consideration was given to advertising dates. The nature and extent of advertising distribution was studied. The program sponsor then undertook the basic preparation of the advertising material and submitted this to the Coordinator who then proceeded to follow through the steps of design, print and distribution.

8. The reservation of classroom facilities for the program was next considered. Should the program be located at Queen's University? Is it more appropriate that the program be taken to a local community outside of the university?

9. The question of co-sponsorship of a program from outside the faculty became increasingly important as it was found that members of other faculties and institutions outside the university were becoming interested in offering programs on a cooperative basis with the Faculty of Education. In such co-sponsorship, which is published under the letterhead of the university, the faculty bear the responsibility for the standard of program which is offered.

Such regular short courses for teachers grew in enrolment at an amazing rate. During the period 1969 to 1974, the Faculty of Education experienced more than a fivefold increase in enrolments within such programs. The accompanying graph illustrates the dramatic increase in such short courses and also indicates a diminution in regular Summer Certificate Programs offered by the faculty during the same period. This increase in workshop enrolment from 85 participants in 1969 to 2,485 in 1974 is all the more amazing when we realize that such growth in participation is attained in spite of the lack of any credit for such professional activity.

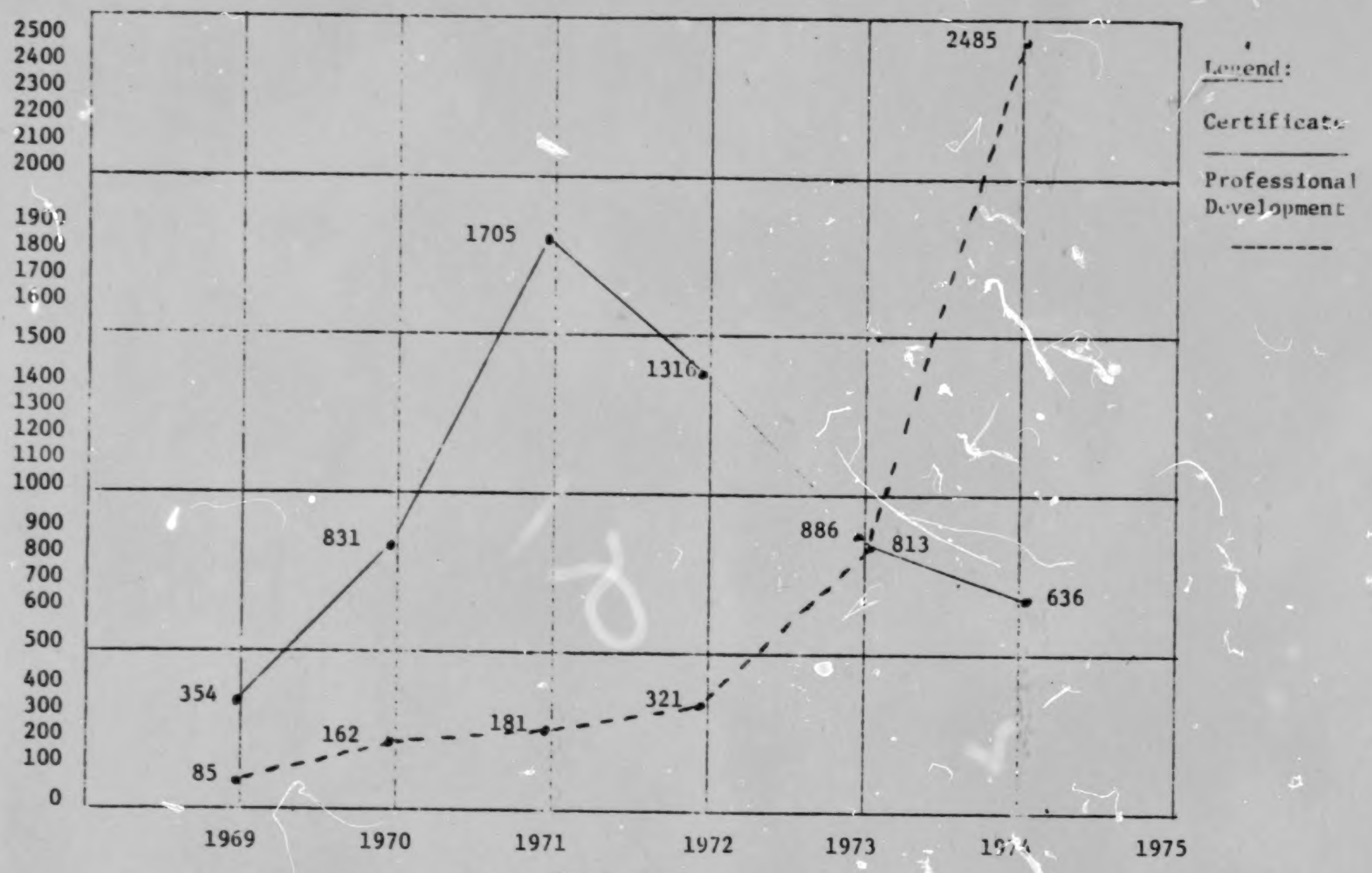
This, then is the first example of our faculty's approach to the short course for teachers. I now wish to outline for you a second type of short course or workshop program, this time more specifically focused upon special administrative divisions served by the Faculty of Education throughout Eastern Ontario.

Cooperative County Board-Faculty of Education Professional Development Programs

During the past three years, as the B.Ed. program in the faculty has become more firmly established, faculty have been able to offer more time and effort toward professional development programs specifically requested by major interest groups such as the county boards of education. A number of important features give these cooperative programs very distinctive characteristics. In the first place, programs are the result of a cooperative design and a collaborative sharing of responsibility.

After a careful and detailed needs assessment has been undertaken frequently by the teachers in a given county, board representatives may approach the faculty Office of Continuing Education with a view to defining certain areas of professional development considered by the teachers concerned to be of major importance. A series of program designs, specifically tailored to the needs of the board, result from preliminary negotiations. Once a number of programs have been selected for a given term, the faculty and the board decide upon the nature of the responsibilities to be shared.

Usually, for its own part, the board will undertake the advertising of the programs and the registration of participants. It will select a suitable location within the county for the presentation of the programs, and it will undertake the financial expenditures attendant upon the programs.



Graph No. 1

Six-Year Trends in Certificate and Professional Development Program Patterns

The Faculty Office of Continuing Education, on the other hand, will identify the appropriate members of faculty and will undertake negotiations with these faculty members concerning the modifications of program necessary to meet the specific requirements of the teachers concerned. The office will also negotiate such matters as suitable dates of presentation and financial disbursements. In other words, the principle responsibilities of the Office of Continuing Education lie in the direction of faculty participation, specificity of program design and clarity of contractual arrangements.

Enrolment statistics in such board-faculty cooperative programs during recent years gives every indication that such joint sponsorship has rapidly assumed major dimensions. In the academic year 1973-1974 alone there were 474 participants in professional development workshops organized under these special arrangements. There is every reason to believe that this new field of board-faculty sponsorship will be sustained and indeed intensified during the coming years. One major advantage both to the boards concerned and the faculty lies in the sharp focus which is placed upon the identification of professional development need and the fact that in most cases this need is identified by the teachers themselves. Another advantage may be found in the very close attention to local requirements and the opportunity to modify programs in order to meet such requirements.

Still another advantage rests in the whole spirit of cooperation and information exchange which results from such an endeavor. One of the most outstanding advantages may be found in the opportunities afforded teachers to work closely with faculty members, exchanging information with respect to pre-service program developments, in-service curriculum design and evaluation. Such exchanges surely help to establish a necessary consonance of purpose between pre-service and in-service activities. Finally, one of the greatest strengths of the program may be found in the encouragement it offers to faculty to move out from the university setting into the field itself. It must always be kept in mind that such programs are necessarily "on-site" in nature. The programs are taken to the teacher rather than the teacher going to the program.

The Faculty and its Associate Teachers: A New Relationship

Almost from its inception, the Faculty has been concerned with the need to develop a special relationship with its associate teachers -- the teachers in eastern and northern Ontario who work closely with the faculty in the acceptance of B.Ed. students in the schools under practice teaching arrangements. It seemed to the faculty that traditionally the associate had been looked upon almost as an adjunct to the teacher training activities of a faculty. Obviously, this was an inadequate arrangement. It is true that in the early years, annual meetings of faculty and associates were held mainly for the purpose of examining teaching methods and student evaluation procedures. By 1972 these annual meetings were beginning to take on a different shape and attention was being focused upon the professional development interests of the associates. Beginning in the year 1972, special April practice teaching round workshop programs were established, specifically designed in answer to suggestions offered by the associates. The clientele for the programs were mainly the associates themselves.

In 1973-74 a voluntary group of associates, some 300 in number, were designated "portal school teachers", who entered into a new and special relationship with the faculty wherein they accepted students into their classrooms without any stipend consideration and at the same time moved into a closer collaborative relationship with the faculty, to whom they suggested specific programs in the field of professional development. In response to these suggestions, the faculty established priorities in areas of curriculum development, subject workshops, educational research and innovation. The programs resulting from these priority studies were directed specifically to the portal school teachers. Faculty teams within the portal schools acted in an intermediary role in the continuing exploration of professional needs as perceived by the portal school teachers themselves. County board administrative officials gave excellent counsel in the planning of in-service activities which were central to the portal school project. Although professional development activities, many of them located within the portal and associate schools, continued throughout the entire year, a particularly intensive concentration of programs was organized and presented during the month of April 1974. The enrolment of some 1,249 participants in this April phase of the portal school in-service program gave clear evidence of the willingness of boards and teachers to become involved in professional development program planning and presentation. Especially was this true where the teachers themselves were able to take the first initiatives in identifying the nature of the programs. It is important to emphasize the fact that the Faculty of Education offered programs free of charge to the teachers involved with the portal school project.

For the academic year 1974-75 modifications were affected in the portal school project. However, the principal qualities of this special relationship were extended to all 1,400 associates. During 1974-75 the concept of free professional development service to the associates has been maintained in programs which instead of being mainly concentrated in the month of April have now been extended throughout the entire academic year. Moreover, the concept of the on-site workshop has been enhanced by the organization of many programs located in such centres as Belleville, Peterborough, Brockville, Cornwall, Ottawa, Renfrew and Deep River.

This year, workshop programs have tended to vary more widely in format. New and different resources of the faculty have been drawn together. A somewhat different timing of resource utilization has tended to give greater equilibrium to program presentation across the entire year. All of these features of the new associate professional development program of the faculty have been seen as marked advances over the portal school project of 1973-74.

Nevertheless, probably the greatest advance for our faculty in its relationship to the associates has been signaled by the organization of the Interim Associate Teacher Representative Committee during this current academic year. I have mentioned the concern with which the faculty has viewed its relationship to the associate teachers. For a long time, the faculty has felt that the associate teachers must have a far greater role in the determination of all phases of faculty program whether in-service or pre-service. But, what vehicle could be developed which would give representation to the associates on some kind of consistent basis? Here we have 1,400 associate teachers spread across a vast territory. How could we develop a representative body which would attend not only to the common objectives of the associates with respect to teacher education but also to the more local objectives?

In its concern, the faculty undertook a series of discussions and negotiations with the Kingston Teacher Education Committee of the Ontario Teachers' Federation. In January of this year these detailed discussions resulted in the formation of an Interim Associate Teacher Representative Committee organized as a result of the mutual cooperation of Ontario Teachers' Federation representatives in Eastern Ontario and the Faculty of Education. As far as the faculty were concerned this was a truly great break-through in the interests of cooperative planning and program design by major educational institutions. Together, the Ontario Teachers' Federation representatives and the Faculty of Education had created an organization which might give voice to the concerns and the needs of the associates.

The committee thus designed would give representation not only to the associates but to the Ontario Teachers' Federation committees in Ottawa, in Peterborough and in Kingston as well as to the administrations of all county boards and both elementary and secondary school principals. In the interests of associate teacher representation, Eastern Ontario was divided along mainly county board lines and each division so formed was given representation on the committee.

Major Concerns of the Faculty with Respect to Pre-service/In-service Education

Factors of geography, population distribution, on-going relationships with educational interest groups and the special characteristics of much of our program design have all had their influence upon the setting of priorities and the raising of concerns with respect to the future of pre-service/in-service education for our Faculty.

We have experienced a growing concern that many aspects of our program be developed as cooperative endeavors between the faculty and the profession it serves. The teacher's perception of need is most important for any program success. In the future organization of programs we are attempting to develop vehicles which will continue to facilitate input from the profession concerning our program direction and emphasis.

In recent years our faculty has placed heavy emphasis upon the organization of on-site workshops or courses. The development of specific board-faculty programs and the associate teacher workshops both encourage the travel of faculty to more distant centres of Eastern Ontario.

We are becoming concerned also about the limitations inherent in the single, one-shot professional development program, the discrete workshop set in a kind of isolation from all other educational activity. As a counterbalance, we are anxious to develop a more schematic series of programs, each of which may embody a general presentation followed by consistent work with families of schools.

All educational institutions are beset today with problems of limited human resources. Our faculty is poignantly aware of this limitation. Thus, much of our emphasis in future program planning will be directed toward the creation of a contingent of leadership in the professional field. We must attempt an integrative role, not limiting ourselves to the use of our own manpower only.

Both the consistent concerns and the collective experience of our faculty lead me now to the closing section of this paper wherein I wish to suggest to you several important issues not only for faculties of education but for the profession at large in so far as the future of continuing education is concerned.

A Faculty's View of Critical Issues for the Future of Continuing Education in Ontario

(a) The funding of non-credit, in-service professional programs

As we have already noted, a study of professional certificate course enrolments throughout the province reveals a general decrease. Under present per capita formula financing arrangements, this trend has resulted in an overall lowering of financial support for the continuing education work of any faculty. The financial problem is compounded by the encouraging pattern of growth which may be seen in the non-credit professional development workshops that are not eligible for funding. In our own faculty such inservice workshops have been self-sustaining; that is, to say, fees charged to the participants provide the only form of financial support. In most cases the individual participant pays the fees from his own income. County board and federation assistance in the payment of fees and accommodation costs is beginning to appear but, naturally, it is on a broken front.

During recent years very serious consideration has been given to the question of funding non-credit, in-service programs. In any such consideration important assumptions must be examined. For instance, it is reasonable to assume that quality of program is to some extent related to funding. Certain important questions also arise in considering the matter of funding. What does the university faculty concerned see as its responsibility in non-credit education? Will funding affect innovation in program development? If so, what will be the nature of the effect? What bearing may a non-credit program have on a student's subsequent interest in a credit program?

In the whole matter of non-credit program funding an important future development may emerge in the nature of a new teaching certificate in which recognitionn may be given to the teacher's additional attainments beyond degree and certification work. This proposed recognition of additional attainments should enhance the possibility of formalizing short courses and in-service workshops and thereby give new persuasive evidence for workshop funding. To support this approach one only has to refer to the marked increase in workshop enrolments. One can hardly imagine the impact that equitable funding and diploma credit would have upon in-service offerings across this province.

(b) Course credits in continuing education: the concept of a diploma for further educational studies

Professional short courses, workshops and symposia have increased at an incredible rate in recent years. Nevertheless, there is a marked absence of any uniform system of recognition or credit for participation in these many programs.

In March of 1973 Dean Vernon Ready of Queen's University Faculty of Education submitted to the Ontario Teachers' Federation and the Conference of Deans of Education a proposal for a provincial diploma related to further educational studies. In this proposal he emphasized the fact that the graduate route is not the only way for many teachers to engage in continuing education. He indicated that many teachers may wish to do work in applied activities rather than in following courses in educational theory leading to degrees. Others, he felt, will wish to pursue more diverse packages of activities than is possible in a structured degree program. In his proposal, he stressed the difficulty that there is presently no way for teachers to gain recognizable credit for many legitimate educational activities and studies in which they participate.

The suggested diploma would have ministry, federation, trustee and university recognition. It would be administered by a provincial office and the credits related to the diploma would be regulated by a provincial board made up of representatives of the federations, the ministry, the faculties of education and the trustees' councils. Any institution offering continuing education activities could apply to this board to have its offering recognized for credit toward the diploma.

Certain institutions have already begun to consider diplomas in further education based on the educational offering of that specific institution. However, such letters of recognition and diplomas bear little relationship one to another. It seems evident, in the light of recent developments, that this proposal or some modification of it should be given very careful consideration by the universities, the federations and the ministry.

(c) A faculty as a regional education centre

Recent evidence suggests that the formation of educational centres is effective in promoting both professional and curriculum development on a regional basis. In particular, the British experience of this concept provides interesting and valuable data for the development of centres in this province. Compelling arguments may be marshalled in support of the establishment of such centres at the province's faculties of education:

- Such a centre may be instrumental in fostering a closer relationship between important professional groups such as the Ontario Teachers' Federation, the Colleges of Applied Arts and Technology, the Ministry of Education, local teachers and boards of education.

- Considerable support is provided by the serious plight that smaller school boards face in the light of staff reductions and financial restrictions. Many such boards cannot maintain their own consultative services. Therefore, it is to be expected that under these conditions, boards would look with encouragement to the coordinating role of an education centre.

- While the British experience may be characterized as a local and limited design, the Ontario development of education centres would necessarily be along more regional lines which would have an important role in increasing the communication between clientele and resources. Such centres, marshalling both human and material resources, become very effective agents for change.

- The centre could also have an extremely important role in facilitating optimum interaction between other faculties of the university and the teaching profession.

- The creation of such centres would enhance the development of a provincial diploma in educational studies.

The need to maintain and extend our liaison with the field is growing rapidly. The development of a regional education centre by a faculty would seem to be an excellent means of extending the university's professional development role and also enhancing the possibility of deriving additional financial resources to assure future in-service education. It is for these reasons that the provincial faculties of education should undertake an investigation to determine the feasibility of regional education centres. Such centres would be administered by the faculties and would be charged with meeting the recurrent educational needs of the teaching profession. The major thrust of the centres would be to provide the less formal aspect of professional development. The centres' functions would not extend into the sphere of graduate studies, for which there is already adequate organizational provision.

(d) Cooperative Activity

In the field of continuing education, as in many other professional pursuits, surely it is important that by far the greater part of all we do be task-oriented. It is vital that there be continuing cooperation between major interest groups and institutions in order that we may avoid duplication of effort. It is also important to ensure as much equality as possible between interest groups participating in professional development programs. Somewhat akin to a traditionally acceptable attitude toward flag, motherhood and God, no one is supposed to be against continuing education. The problem, however, is to develop at least some minimal consensus between major institutions concerning priorities, to avoid wasteful duplication. A second serious problem is to develop an initiation upon the part of the practitioner. This initiation might well run parallel to what has been called the unique contribution to be made by each interest group concerned. Thus far, too many of our activities must be considered only as emergent activities. This kind of emergency response to situations simply is not adequate in the long run. We have reached the point where we must bring our energies into a more common cause so that we may avoid wasteful and enervating duplication of effort which too often is caused by territorial imperatives, competing agencies and the suspicions which seem to have been so steadily cast upon joint ventures.

At this point I wish to quote from some notes I made based on critically significant points stated to a professional audience by my friend and colleague from the University of Ottawa Faculty of Education, John Rogers, at an O.T.F. Conference on Continuing Education, March 1, 1975:

> Now is the time for the O.T.F. to look at long term plans for their teachers. We need the formation of a provincial council on continuing education to represent the great variety and disparity of interests. I urge the profession to look with renewed vigour at the continuing education of their teachers. I feel that there must be undertaken a re-examination of the many types of professional reward. Means must be studied for the releasing of teachers on a continuing and meaningful basis so that they may embark on meaningful continuing education programs. Consideration should be given to the development of regional education centres. Thus it is obvious that continuing education is a seamless continuum for all involved.

We must look at long term plans and perhaps the only way we can look at such plans is to form together the kind of provincial consortium or council on in-service education suggested by Professor Rogers. Surely we can await no longer this kind of provincial unity that is so necessary to give continuity to continuing education.

Such a provincial coordinating body would become cognizant of the implications of change and innovation. It would help to remove the emergent response pattern from much of what we do in continuing education. It would help the various interest groups to disseminate and utilize knowledge for the promotion of sound educational change by members of the various interest groups themselves, the present generation of professionals under training and especially professionals in the field.

"Life-long education is here to stay and our institutions for schooling have no real alternative but to prepare accordingly." (Report of the Worth Commission on Educational Planning, page 38)

CONTINUING EDUCATION FOR TEACHERS IN RURAL SETTINGS

MYRLE VOKEY
Director, Professional Development
The Newfoundland Teachers' Association

In dealing with the continuing education of teachers one must distinguish between the pre-service and the in-service program. The following comments are directed towards the definition of continuing education as worded in the policy paper prepared by the Saskatchewan Department of Education, which states that "In-service training should be viewed as a process of continuous professional renewal". This statement is based on the assumption that pre-service training is only the start of professional training and growth for a teacher and/or a school administrator.

Another factor that will determine the type of continuing education we envisage is whether or not the in-service education program is related to the certification of teachers and/or whether or not the programs are voluntary or compulsory.

There is a constant need for teachers to be knowledgeable and keep abreast of new developments in methodologies, administration and curriculum development. Such training can be organized on an ad hoc basis to meet the emerging and changing needs of teachers. As far as in-service education in Newfoundland is concerned, the Crocker Report emphasizes that a great deal of the in-service education of our teachers has been structured in such a way that teachers are motivated by factors of questionable validity to take courses which to a large degree have been pre-determined. The content of such courses often has less than maximum relevancy to the skills, needs and capabilities of the teachers.

In-service activities tend to be seen by teachers as:

- offering an opportunity to advance on the salary scale
- helping to promote teachers to positions outside their area of capability
- enabling teachers to adjust to changes imposed by provincial, state or district authorities.

While none of these functions are inherently bad, any or all of them should be in addition to meeting professional and pedagogical needs of the teacher. There need not be any conflict in wanting to upgrade for professional as well as economic reasons.

In rural areas, where both human and media resources are at a premium, it is apparent that much formal in-service education is very often a means to an end -- the end being a higher degree of competency as measured by teacher certification. Such shortcomings are accentuated by the following characteristics:

- very limited choice of courses available to the teacher
- haphazard and sporadic offerings of courses resulting in "supermarket type selection"
- resulting belief by teachers, because of the above (and other factors), that the courses are irrelevant and "not practical"
- an ad hoc approach which has little or no philosophy and no tie-in to a sound, individualized teacher training program
- the present emphasis on graduate work, which is extremely difficult to service using such common approaches as ETV, correspondence, tapes, etc.

The other type of in-service training -- the short term workshop variety -- is usually held on an ad hoc basis with little or no overall planning and/or philosophy. However, this type of in-service generally appears to be more meaningful and beneficial to the teacher. Despite efforts to involve teachers in planning at the local level, these programs are considerably weaker in rural areas than in centers with relatively large populations. As a result, in an effort to make in-service more relevant and practical, many rural areas are resorting to utilizing local personnel at the district level as well as personnel from neighbouring districts for short term workshops. Also, personnel from the university are utilized, especially in instances where the in-service program extends over several weeks.

In Newfoundland many of the "local" in-service programs are being regarded by teachers as being very effective. In such cases, the participation and work of the teachers involved should be allowed to accumulate for certification credit so that teachers can receive tangible recognition for having received effective in-service training.

Although the locally initiated in-service education program can (and sometimes does) suffer similar short-comings to that of the formal accredited in-service training, e.g. irrelevant pre-determined topics, etc., the feedback from such programs is generally encouraging and positive. One of the reasons why this appears to be so is that problems are identified locally, thereby meeting the felt needs as perceived by the teachers in the classrooms. Also, a greater variety of resources are usually available, including AV media and personnel from the classrooms, school districts, universities and department of education. In this regard the "professional tutor" described in the James Report demands a great deal of consideration and merit. We have not yet explored or experimented with this concept in Newfoundland.

The continuing education of teachers in Newfoundland is a difficult problem in that many teachers are situated in areas where population is sparse and resources (human and physical) are very limited. At present teachers who are not able to up-grade by taking courses on campus are upgrading formally, basically through two methods -- ETV and local part-time instructors. Neither method is working very well, although the latter appears to be the better of the two. Use of the ampliphone, closed circuit TV, audio-tapes, and similar methods has not had particularly good results. The utilization of satellite TV with two-way audio and video communication will be experimented with in the areas of medicine and community planning early in 1977. This approach may have some potential for teacher education. In addition to the questionable effectiveness of the approaches previously mentioned, course selection is often very restricted; this in turn leads to a haphazard approach in selection of courses.

Continuing education is an expensive and exhausting business. Therefore, we should move slowly before commiting large sums of money to technological approaches that tend more towards mass instruction than to individualized instruction.

Other methods and approaches should be thoroughly explored so that a variety of options are open to teachers -- both in methodology and course offerings. Such approaches and methods could include:

- local part-time instructors (utilizing experienced and well qualified teachers)

- visiting lecturers (university lecturer visiting a community once or twice a week throughout a semester)

- residence lecturers (personnel from university taking up residence in a community for a semester for the purpose of teaching in the school system; or doing research etc. as well as teaching a university course)

- programs established to allow teachers to move around and meet with other teachers regarding innovations in the classroom, e.g. T-4 program in practice in Newfoundland.

In-service training activities should be delivered at the local level wherever practicable:

> Most in-service education activities should be carried on within a setting in which the people who work together have an opportunity to learn together. This is likely to be in the local school building, within the school system, or in a setting where the appropriate staff members can retreat for concentrated work together. It is not likely to be on the local campus. (Lippitt and Fox)

In-service training to be successful also requires the constructive involvement of teachers in defining their own learning needs and satisfying those needs:

> Teachers need to be involved in the identification and articulation of their own learning needs whenever possible. This does not mean that they "know what they need" in all respects, but the process of articulation, with resource help, is a major way of securing involvement and commitment to personal growth effort. (Lippitt and Fox)

GETTING RESOURCES TO TEACHERS

JOHN CHURCH
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Getting resources to teachers -- or having the right resources available for teachers at the right time and in the right place -- has now become a pressing need for all those institutions that cater to meeting the continuing educational requests of teachers. Several factors have combined to accentuate the need.

1. The explosion of knowledge. The teacher must cease to focus on imparting information, on teaching the known and the familiar, and must begin to concentrate on facilitating learning, on teaching how to know, on actively creating challenging and stimulating educational environments for pupils.

2. The growth in the numbers of electronic and other technological aids available to help teachers to promote learning and to make it an exciting adventure.

3. The increased acceptance by teachers of the theories of:
   - Piaget and others on human growth and development,
   - Maslow, Jourard and others on the importance of realizing human self-actualization.

The cumulative effect of these factors has prompted fundamental and revolutionary changes in school practice. These include moving:

1. From one teacher supported by one textbook and one blackboard to teams of teachers recommending a wide variety of print and audio-visual aids so that pupils grow in selecting rationally those aids that will be appropriate to each learning situation.

2. From teaching a group or a class to the individualizing and personalizing of learning for each pupil.

3. From almost exclusive reliance on a single discipline to the broad-fields approach of helping pupils to identify the problem or the issue they wish to examine and assisting the pupils to state alternative methods of study and possible solution or reconciliation.

4. From almost exclusive focus on study in the classroom alone to the use of the entire school, and then the grounds, and finally the larger community, as the learning laboratory.

If the teacher is to promote the growth and the development of the pupil, he or she must be constantly growing and developing too. For the teacher, the simplest, the most fundamental, the easiest way, because it is informal and can be continuous, and because it can be in isolation or in small groups, is to have professional resources and services readily and constantly available to the teacher. Like the pupil who grows when placed in the situation of having to make educational decisions, i.e., selecting rationally some aids and rejecting others, the teacher must have access to the same kinds of educational experiences.

Since I joined the staff of the B.C. Teachers' Federation in August 1964, I have been engaged, among other duties, in trying to get resources to B.C. teachers. I hope that this national audience will forgive this parochial speaker if he therefore confines his remarks about the practical application of getting professional resources and services to teachers to the B.C. situation with which he has had some familiarity over the last 11 years.

In August 1964, the collection of the B.C. Teachers' Federation consisted of two rows of books and a few current periodicals shelved in the office of the Professional Development Division Director, W.V. Allester. Many, including the director, were acutely aware of some of the implications of the educational changes to which reference has already been made. Many were keenly conscious of the need to expand the somewhat restricted role of the B.C. Teachers' Federation in in-service education. At that time, the role was restricted to providing technical and financial assistance when school districts (or divisions) and regional associations of teachers undertook an activity. In addition, the Federation sponsored a series of provincial conferences -- vocational education, evaluation, social studies, etc. None of these undertakings was set in the context of either a follow-up to preliminary activities or one that required a subsequent detailed study. It was inevitably a case of once-over-lightly and, hence, the cumulative effect on teachers was minimal.

It was early conceived and accepted that a BCTF Resources Center service would help to bring a sustained focus to in-service education activities of B.C. teachers. Materials and a bibliographic service would provide a new dimension to permit teachers to examine in whatever depth they so wished a wide variety of topics, themes, or issues. They could study them on their own time and under their own conditions.

In 1965, a professional resources center service was established, a facility was set aside, and one professional librarian was employed. From the beginning, the idea of networks which might eventually emerge was kept in mind. It was proposed that the collection should complement, not duplicate, services already provided. Hence, apart from some of the educational classics, it was determined to avoid building a book collection. Many of the teachers in the metropolitan districts had access to their own districts' professional collections. Moreover, the three universities already had these book collections too. It was therefore agreed to focus on periodicals; over time, the number of subscriptions has grown so much that, in recent years, the BCTF Resources Center, with a subscription list alternating between 600 and 800, has become the largest educational periodical depository in the province. It was also agreed to concentrate on the acquisition of professional educational films and audio and ETV tapes, many of the tapes being the end product of a variety of in-service educational sessions held throughout the province.

As the process of trying to integrate the Resources Center service into a total and somewhat coherent approach to in-service education continued, it became necessary to start preparing bibliographies on the major current topics --team teaching at one time, environmental education at a latter date, open education at a still more recent period, for example. As the imperative for eventually moving to networks was kept open, education professors started to borrow and to use in their classes the films, the tapes, and the multi-media packages on school libraries and resource centres and on other relevant topics. As district resource centres -- often with a minuscule professional resources service built in -- began to blossom indiscriminately during the flowering seasons between 1967 and 1969, many of the co-ordinators of these centers began to order materials and to seek answers to questions teachers had originally submitted to them, e.g., their own resource center co-ordinators.

These combined demands created tremendous pressures on the human and space resources of the BCTF centre. Over time, the staff has increased from one professional librarian to include the following support staff: one library technician, two library clerks and at least two part-time assistants. In 1967, at the time of the opening of a new expansion to the B.C. Teachers' Building, the library was moved to occupy 1,426 square feet in the new wing.

By September 1974, when the report, Professional Resources for Teachers: Needs and Networks was released, it was noted that the professional collection consisted of 8,[illegible]00 volumes, 700 journals, 200 audio tapes, 79 films, 74 multi-media kits, and 25 videotapes. It was recorded, too, that 10,000 items a year were being borrowed in spite of the fact that the growth in service had been so phenomenal that almost no publicity was being given as to the services available. At the same time, approximately 60% of all these items borrowed were sent out by mail. It was estimated that approximately 75 reference questions were handled monthly. A breakdown of the clients indicated approximately 25% of total service was internal to meet the demands of the Federation staff, 50% Lower Mainland teachers -- who also have the most ready access to alternative sources -- and the other 25%, the teachers in the other parts of the province. Finally, it was noted that only about 30% of teachers in the province had used the service.

Concern for the professional growth of the 70% who apparently had not used the provincial services, and concern that these teachers tended to be congregated in areas remote from alternative services, prompted the publication, in September 1974, of the report, Professional Resources for Teachers: Needs and Networks. Concern, too, was expressed that the Resources Center was supported entirely by membership fees. The report advocated the immediate evolution of networks of professional resources for teachers by building up services and resources -- books and the most frequently used journals, periodical indexes, photocopying services -- at the district level, perhaps in a teacher center. The BCTF Resources Center was to focus on specialized services of films and tapes, and the universities and community colleges, particularly the former, were to provide the in-depth resources and services. All of this was to be facilitated, the report suggested, by combining the incentive of provincial grants to districts and to the BCTF, and the leadership of the BCTF in encouraging the formation of a network of district and provincial councils made up of all who would participate in the emergence of networks. At the district level, this would probably include, in addition to the local teachers' association, the school board, the public library and the community college if existent. At the provincial level, this would include the teachers' federation, the department, the school trustees' association, the public library commission, the educational research institute, and the public universities.

Because the report included a supplementary recommendation to the BCTF Executive Committee for an immediate addition to staff of a second professional librarian, and for an eventual space expansion from 1,426 to 9,000 square feet, and because it reached the central body at the apex of a temporary financial emergency, the proposal for the BCTF to assume leadership in promoting the evolution of networks was not acted upon.

The 1975 Annual General Meeting did, however, approve the formation of the two levels of councils, but because of the financial burden of trying to meet a growing professional service need, one which still falls far short of meeting what would be more optimum conditions, the BCTF Resources Center is to close to external use -- that is to use by teachers in the field -- after June 30, 1975. Throughout the next school year it will continue to be available for use by committee members as well as by the staff.

As a temporary alternative measure, a proposal is now being studied to have the education library of the University of British Columbia assume a centralized professional service. Advantages include:

1. UBC alone of any institution in the province has an ERIC Network link.

2. The new service would be linked directly to an existing service.

3. Regardless of what is done, the university will continue to build its collection and, presumably, its service.

4. It would provide one way to ensure that the collection and the service were really made available to teachers.

5. It would provide the university with the opportunity of accepting the 1974 challenge of the Premier that it should provide brand new services.

6. The temporary service might be easily meshed into the specialized kind of service the university and the other public universities will be expected to provide once the networks evolve.

This centralized service is predicated on the assumption of a departmental grant. Personally, I would hope that such an arrangement to a centralized university service was designed to last only two or three years. Those at the district level must be encouraged, prodded, goaded into action to build professional collections and services -- a district network of professional services, perhaps through a teacher center. Otherwise, a UBC crutch could simply replace a badly mauled BCTF crutch. If that happens, we will have advanced not one step closer to a seriation of district professional resources and services, backed when absolutely necessary, and only then, with similar complexes of provincial professional resources and services.

There is no alternative -- the networks must emerge.

CONTINUING EDUCATION DIPLOMAS

R.G. DIXON
Ontario Teachers' Federation

The concept of Continuing Education is now generally accepted in the community. Within education we use the term Professional Development because we were doing it and had a name for it before the rest of society fully realized it as essential in the world of today and tomorrow.

We might consider switching to the name Continuing Education as a gracious gesture and also to escape the "entertainment day" reputation of the old one-day PD programs. By either name the increasing involvement of teachers in further education is evident. We now have several PD days during the regular school year. More and more boards are providing in-service courses. More and more universities are providing summer and evening programs especially for teachers. So are Colleges of Applied Arts and Technology. Numerous overseas programs of formal and informal study are appearing. OISE is likely to launch a Continuing Education Centre in the near future. A complete list of developments like these would take several pages.

What opportunities and responsibilities are there in this situation for OTF? We should consider a point made by Professor M.J. Trebilcock (Law, U of T) in a Globe and Mail article, January 1, 1974: "Every self-governing profession should be required to develop a mandatory continuing education program which, whether it involves formal, periodic recertification or not, provides minimum assurance to consumers of those professional services that each member of that profession has kept properly in tune with advances in his field of expertise. In an age of dramatic knowledge obsolescence, certification 20 or 30 years prior to the provision of a service provides no guarantee of continuing expertise."

While we may not agree with Trebilcock on compulsory continuing education, perhaps the time is right for OTF to provide a focus for all the Professional Development that is bursting out. We are already very much involved in helping groups of teachers identify and meet their PD needs. Indeed this seems to be an important role for us. This paper suggests a further step. The proposal is that OTF offer a Diploma in Education to teachers who have accumulated a certain number of credits for Professional Development work completed. A few tentative suggestions may help to explain the proposal:

1. 200 days of PD credits would be required for a Diploma.

2. All PD activities approved by OTF would be possible credit days.

3. OTF could approve (or not) for Diploma credit any course or activity not leading to a degree or university credit. This could include university special courses, board courses, PD day programs, workshops, seminars, travel study programs, affiliate activities, etc.

4. No retroactive crediting would be considered.

5. Any agency or group seeking to have an activity approved for credit would present an outline of content to OTF or a monitor approved by OTF. Approved monitors could include: Faculties and Colleges of Education, OISE Field Offices, regional committees of OTF like the Teacher Education Committee, etc.

6. All OTF members, no matter what their academic background, would be eligible for the Diploma.

7. The OTF Diploma in Education would become a true alternative to graduate courses for people not eligible for degree courses. Since the vast majority of our membership is not eligible for graduate work, the Diploma would be a real incentive.

8. An OTF Diploma might be attractive to universities because they might be able to get grant money to offer a course or two without having to mount an entire diploma or degree program, as is now the case.

9. OTF would be assuming leadership in an area where a vacuum exists. We have often asserted our wish to be responsible for certification. This is an opportunity to take an important step from which we would gain a foothold to step into certification.

10. The Diploma would not interfere in any way with accreditation and category assessment as presently carried out by OSSTF and QECO.

11. The Diploma would become valuable (and thus encourage high quality PD activity) because it would provide a readily available, fair tool for assessment of the commitment of a member to his further growth. No doubt it would be used in deciding promotions as a viable alternative to graduate degrees.

12. The quality of PD programs throughout the province would improve greatly because every agency would want its programs accepted for credit and would have to meet quality standards.

13. One girl in the OTF office could handle the Diploma record-keeping at first. Eventually it would have to be computerized. But it should be made to pay for itself. One possible suggestion goes like this:

(1) A member sends in $10.00 to be registered for the Diploma. We make a file for him and send a blank card with his name on it to him.

(2) Thereafter whenever the member wants credits for days completed validated on his card he makes the entries and sends the card to us for validation along with proof of attendance and a one dollar fee to cover handling costs. If the activity claimed was one approved by OTF, we validate the entries, make a photocopy of the updated card for our file, and return the original to the owner.

(3) When the member has 200 validated days of credit on his card the Diploma is granted.

LE ROLE DE L'UNIVERSITE DANS LA FORMATION CONTINUE DES ENSEIGNANTS

RHEAL BERUBE
Directeur, Extension de l'enseignement
Université de Moncton

> "Pour les maîtres, on dirait qu'on les a lâchés infirmes dans les écoles comptant sur les samedis et les vacances pour leur fabriquer des béquilles. Il n'y a quand même pas une révolution par année dans les mathématiques, le français ou l'histoire." J.-P. Desbiens.

Formation initiale et formation ultérieure

Il semble bien que personne ne mette plus en doute que la formation initiale appartient désormais aux universités. Le temps nous dira si cette décision a été sage.

Quoi qu'on en dise, je ne crois pas qu'on puisse dissocier totalement formation initiale et formation ultérieure, parce qu'on a abandonné l'idée que l'éducation supérieure initiale peut a elle seule satisfaire idéalement et simultanément aux besoins culturels des individus, à leurs ambitions dans leur vie professionnelle et aux exigences normales de la société en ce qui regarde l'accomplissement des tâches (production ou gestion).

Il ne faut pas juger trop sévèrement le travail accompli à date par les universités dans le domaine de la formation continue (ultérieure) des enseignants. Les cours d'été et du soir destinés aux enseignants apportaient des correctifs aux déficiences de leur formation initiale. C'étaient de la formation initiale à temps partiel et en cours d'emploi.

Il ne faut pas non plus être trop sévère à l'endroit des enseignants qu'on dit "non-motivés". On généralise souvent à partir de quelques individus. Ils ne sont pas moins motivés que les gens des autres professions.

Aucune formation professionnelle initiale n'est définitive. Elle doit se faire dans l'esprit que la formation ultérieure est obligatoire et continue.

L'Université, si elle doit avoir un rôle dans la formation continue des enseignants, doit en assumer la responsabilité en tant que partenaire à part entière. Elle doit participer à l'élaboration des politiques de perfectionnement des enseignants.

Formation continue et éducation permanente

Les expériences relatives à l'enseignement supérieur considéré dans la perspective de l'éducation permanente témoignent de la nécessité de remettre en cause les méthodes et les pratiques pédagogiques.

L'autodidaxie ne peut pas être considérée comme une activité parallèle et séparée de l'enseignement supérieur. En effet, elle influence toute l'expérience éducative.

Ce sont les jeunes et les adultes qui deviennent le centre et non pas l'objet du processus éducatif. Ils ont le droit de participer à la définition des objectifs, du contenu, des méthodes et des critères d'évaluation d'un processus éducatif qui les concerne au premier chef.

Se former à l'éducation permanente signifie aussi maîtriser les modalités de sa propre formation.

L'éducation permanente oblige en particulier l'enseignement supérieur à remettre en question l'idée que le processus éducatif s'achève avec l'octroi d'un diplôme.

Conclusion

Préparer à l'éducation permanente pourrait devenir le but de la formation initiale aussi bien que la formation ultérieure d'où la nécessité de concevoir un processus éducatif intégrant l'éducation initiale, celle mise à la disposition des jeunes avant leur entrée dans la vie sociale et économique, et l'éducation ultérieure.

LE ROLE DE L'ETAT DANS LA FORMATION CONTINUE DES ENSEIGNANTS

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ministère de l'éducation du Québec

Le titre de cet exposé laisse entendre que l'Etat, les administrateurs scolaires, les institutions chargées de la formation des maîtres et les enseignants reconnaissent que la formation des maîtres n'est jamais achevée, que l'enseignant en exercice doit poursuivre indéfiniment sa formation.

En est-il réellement ainsi? Je sais bien que l'Etat, les administrateurs scolaires et les institutions de formation favorisent le perfectionnement des maîtres, qu'ils collaborent au recyclage du personnels scolaires. Je n'ignore pas qu'aux niveaux national, régional et local il existe plusieurs programmes de perfectionnement suivis par des milliers d'enseignants. Cela ne constitue pas à mes yeux un plan cohérent qui découle d'une politique officielle de formation continue. Ces initiatives sont encore sporadiques et ces programmes visent surtout à pallier à des besoins occasionnels et immédiates.

Je reconnais toutefois que lorsqu'on discute du renouvellement du système de formation des maîtres, on accorde de plus en plus d'importance à la formation continue du personnel enseignant déjà en place. Les documents prospectifs soulèvent aussi cette orientation.

Si la situation que je viens de décrire est celle qui prévaut actuellement dans notre société, le premier devoir de l'Etat serait peut-être d'accepter le principe de la formation continue des enseignants, de reconnaître que leur formation professionnelle initiale, quelle que soit sa qualité, est vite périmée dans une société en constante évolution et que l'enseignant doit constamment adapter ses techniques et accroître ses connaissances. La nécessité d'établir une politique de formation continue des enseignants qui tient compte des programmes de formation initiale, qui intègre les programmes de formation récurrente, de perfectionnement et de recyclage me semble suffisamment indiquée pour étudier avec vous, quel rôle devrait jouer l'Etat dans l'élaboration et la réalisation de cette politique.

La responsabilité de l'Etat relative à la formation continue des enseignants est fondée sur les mêmes principes qui justifient le rôle qu'il doit assumer dans la formation professionnelle de base.

Il est peut-être utile d'en rappeler quelques-uns:

- l'enseignement est un service public qui doit répondre aux besoins des individus et des groupes sociaux;

- l'enseignement est considéré comme une profession dont les membres assurent un service public;

- les institutions d'enseignement exercent une influence importante sur les systèmes politique, social et économique de la société et subissent elles-mêmes des pressions venant de la société dans laquelle elles évoluent;

- le progrès des sociétés est de plus en plus lié à l'éducation; Que cette société soit de type capitaliste ou de type socialiste;

- le progrès de l'eseignement dépend dans une grande mesure des qualifications et de la compétence des maîtres.

Suite à ces énoncés nous concluons qu'en ce qui concerne la préparation des maîtres, aussi bien au stade de leur formation professionnelle de base qu'aux phases successives de leur perfectionnement dans le cadre d'une politique de formation continue, le rôle de l'Etat est capital.

Pour s'acquitter équitablement de son rôle l'Etat doit assumer les opérations suivantes:

- évaluer les besoins de perfectionnement des maîtres en exercice, en tenant compte des diverses initiatives existantes et dans le contexte d'une politique de formation continue;

- déterminer les objectifs à atteindre;

- définir une politique appropriée;

- s'assurer que les institutions responsables de la formation des maîtres élaborent et dispensent des programmes selon un plan cohérent conforme à la politique reconnue;

- affecter les budgets requis pour la mise en application des plans et programmes acceptés;

- s'assurer de la collaboration des corporations scolaires, des associations professionnelles, des syndicats d'enseignants et des institutions responsables de la formation des maîtres.

L'évaluation des besoins

Les besoins de formation doivent, de la part de l'Etat, faire l'objet d'une évaluation qualitative et quantitative et aucun Etat ne devrait se donner comme premier objectif la quantité sans chercher également, intensément, la qualité. Bien que responsable de définir les besoins, l'Etat ne doit pas procéder seul à cette évaluation. Il n'a pas non plus l'obligation exclusive d'y répondre. C'est aussi celle des corporations scolaires, des institutions de formation des maîtres et des enseignants eux-mêmes. L'Etat doit préciser ce qu'il attend de chacun et se donner un mécanisme approprié pour conjuguer les efforts de ses partenaires dans le but d'obtenir l'information la plus complète possible. Il doit accepter que ses priorités soient pondérées par celles de ses collaborateurs. Il doit leur faire connaître en temps opportun comment il entend disposer de leurs demandes et de leurs recommandations respectives.

La définition des objectifs

L'Etat doit déterminer les objectifs généraux qui correspondent aux besoins du système scolaire en général et aux besoins des enseignants en particulier. Il doit inciter les institutions scolaires régionales à faire de même pour leur milieu et leur apporter le support nécessaire.

Les principes suivants devraient les guider dans la définition des objectifs:

- élargir la culture générale des maîtres;
- améliorer leur compétence pédagogique;
- faciliter la compréhension des problèmes sociaux contemporains;
- aider l'enseignant à s'adapter aux changements;
- rendre le maître de plus en plus novateur;
- l'habiliter à de nouvelles fonctions et favoriser parfois sa réorientation.

L'adoption de politique

C'est l'Etat, en sa qualité d'organisme responsable de la qualité des services éducatifs dispensés dans les institutions d'enseignement, qui doit adopter une politique conforme aux objectifs et besoins nationaux et régionaux.

Compte tenu qu'il s'agit d'une conception relativement récente de la formation professionnelle, que son application pourrait avoir des répercussions sur la formation de base, en évitant de la prolonger indûment, il est important que cette nouvelle politique soit mûrement réfléchie, bien articulée et formulée en termes suffisamment explicites pour être transposée en projects opérationnels.

Comment l'Etat doit-il s'acquitter de son rôle?

Distinguons les tâches suivantes:

- l'élaboration de la politique;
- l'administration de la politique;
- la réalisation ou l'opérationnalisation.

L'Etat, étant essentiellement un organisme à caractère législatif et administratif, doit assumer les deux premières tâches et il devrait confier aux institutions responsables de la formation des maîtres le soin de réaliser la formation continue des enseignants comme il leur a déjà confié celui de leur formation professionnelle initiale.

Au moment de l'élaboration de la politique, l'Etat doit solliciter la contribution des organismes impliqués. Il leur soumettra son projet pour analyse et critique. Il procédera à sa révision en tenant compte des commentaires et recommandations reçus.

L'Etat doit diffuser la politique, la présenter et l'expliquer à ceux à qui elle s'adresse. Il en assumera l'administration, à cette fin il établira des règlements et des dispositions administratives appropriés qu'il promulguera de façon à ce que tous les intéressés en soient informés.

Pour opérationnaliser cette politique de formation continue, l'Etat doit confier aux institutions de formation des maîtres le soin de concevoir et d'administrer des programmes appropriés. Tout en respectant la liberté académique de ces institutions, il doit s'assurer que leurs progammes répondent aux besoins exprimés et conformes aux objectifs généraux établis.

C'est pourquoi il se réservera le droit de juger périodiquement de la pertinence et de la valeur de ces programmes. L'Etat doit aussi demeurer présent à la tâche de former les maîtres, afin de veiller à la coordination qui doit exister entre les différents agents oeuvrant dans le domaine de l'éducation.

Le financement

La possiblité d'atteindre les objectifs fixés dépend en grande partie des moyens financiers affectés à cet effet. Il appartient à l'Etat de consacrer une part appropriée de son budget à la formation continue des maîtres et de verser aux institutions des subventions leur permettant d'élaborer et d'administrer convenablement des programmes de qualité.

La contribution des diverses composantes du milieu scolaire

Tout en assumant de façon ultime sa responsabilité, l'Etat doit identifier ses principaux partenaires. Cela pourrait-être, les corporations scolaires, les institutions chargées de la formation des maîtres, les associations professionnelles et les syndicats d'enseignants. L'Etat conviendra avec eux de leur rôle respectif, il s'assurera de leur constante collaboration et établira des canaux précis de communication. Certains pourront en quelque sorte, être comme accrédités. L'Etat assumerait ainsi la réalisation des objectifs en co-responsabilité avec diverses catégories d'intervenants. S'il est souhaitable que l'Etat délègue certaines responsabilités dans la mise en application de cette politique et qu'il décentralise ainsi son administration, il devra cependant veiller à ce que chacun ne s'en remette "aux autres" pour assumer une opération qui n'appartient plus "à personne" à force d'appartenir "à tout le monde".

L'Etat devra développer une stratégie incitative à l'égard de la politique de formation continue des enseignants. Dans le but de susciter l'intérêt des personnes et des organismes concernés et à fin d'assurer une implantation la plus rationnelle possible, l'Etat devrait prendre l'initiative d'élaborer avec ses partenaires un projet collectif de développement de la formation intégrale des enseignants.

Les étapes de ce projet seraient chronologiquement et réalistement étalées dans le temps et perméable à des réajustements périodiques. Des moments d'évaluation seraient prévus et chaque organisme participant serait régulièrement informé de l'état de la réalisation et des modifications apportées au projet.

Nous pensons qu'un projet de cette nature peut motiver les enseignants et les administrateurs scolaires et être assez dynamique pour susciter un engagement revalorisant et vivifiant pour l'ensemble du système d'éducation de l'Etat.

La formation des maîtres, comme celle de tout citoyen, sera continue le jour où la formation initiale et la formation post-initiale seront intégrées dans un système unique, dans lequel ces deux types de formation sont reliés l'un à l'autre par un mode fonctionnel de récurrence.

REPORTS OF GROUP DISCUSSIONS

RAPPORTS DES DISCUSSIONS EN GROUPE

GROUP REPORTS

Group 1

Leader: Emmet Nolan, PACT
Recorder: Mary Ellen Daly, OECTA

Discussion was all encompassing, but certain themes recurred sufficiently to group them in the following way.

1. The "What" of Continuing Education

Such points were raised as the difficulty of defining precisely what education is, what continuing education is, and what specific needs continuing education is supposed to answer. It was further queried as to what the priorities in education are and what the goals of teacher education are. In situating the problem, reference was made to the pre-service program for teachers, subsequent experience with its evaluation and follow-up procedures or lack thereof, concomitant with the need to be concerned about both content (knowledge) and process (skills) in the art of teaching. It was noted too that the profession is presently dealing with two groups of people, those who have academic degrees and professional training and those who have only professional training.

The scope of continuing education includes teacher centres, university courses, professional development days, travel, specialist councils.

2. The "Who" of Continuing Education

Such points were raised as continuing education is for the teacher. It should be primarily the responsibility of the teacher to identify the needs to be answered by any form of such in-service. Teacher influence and input are necessary components in the determining of the continuing education program. It was felt that continuing education was helpful in assisting teachers to be change agents, to be initiators.

Teachers' associations were identified as very valuable agents in co-ordinating the multi facets of continuing education. There was strong feeling expressed that they should be "who" who motivates, co-ordinates, oversees, influences the far-reaching scope of continuing education. They are closest to the practitioner and do not pose a threat as do other outside agencies.

3. The "How" of Continuing Education

Such points were raised as teachers' associations occupy a vital role and must exercise this by giving continuing education priority in the overall goals of the association, by making policy statements, by providing guidelines for program implementation, by acting as a co-ordinating body or in a sense a clearing house for all continuing education programs, by evaluating new ideas, trends, and programs before their imposition, by planting seeds of awareness and co-operation. Further, it is these associations which can create a professional image which is upheld by society as opposed to the strong union image presently held by society, particularly in certain areas. Further, these associations can motivate their own members to hold a positive professional attitude toward continuing education with the emphasis on responsibility and discernment. In subscribing to the belief that teachers' associations must be very much involved, it was emphasized that this did not imply a high degree of centralization but quite the reverse. Decentralization of continuing education activities was necessary according to the identified needs of a local group but provision of the mechanisms required to commence or implement such activities would be the role of the association.

The funding of continuing education was briefly discussed but with no enlightening source of such funds. There was consensus that the teachers' associations could not assume such an onerous burden.

The matter of accreditation of courses which are included under the general heading of continuing education and their relation to salary payment was brought forth. It was acknowledged that there were difficulties inherent in the attachment of monetary rewards to upgrading but no alternative system has yet been devised to replace the present one. Returning to the what of continuing education the difficulty of defining criteria for credit and non-credit courses was mentioned.

Group 3

Leader: Stan Hood, OPSMTF
Recorder: John Patton, CSF

The group felt that the morning session conveyed solely the mechanics of the question rather than the vital question of direction. Some felt that the CTF paper on quality of education would be a good launching pad for tackling the main issue -- if we don't we'll remain 50 years behind. Others were concerned about the depersonalization of education; they felt this was the key to the whole problem.

The question was raised whether continuing education is in a rut -- "helping teachers to do better what they're already doing"? -- is this bad? Should it be a process for assisting teachers to *cope with* or *promote* change? -- are these incompatible? (e.g. Canadian Studies, metrication.) The goals for continuing education seem to be unclear on any concensus basis. Another question raised was whether in-service can really be carried out *in* service.

How do we proceed to identify needs? Continuing education will only be successful if it is directed to felt needs on the part of the teacher, if they see it as something which proceeds from *their* needs.

There is also the question of the education-schooling dichotomy. Can "teachers" be "educators" in "schools"? Continue education for "education" may be very different than continuing education for "schooling".

The problem of community-school estrangement complicates the issue -- perhaps continuing education needs to meet this problem.

Should continuing education de-emphasize evaluation accreditation? There seem to be a multiplicity of motives for teachers in undertaking continuing education. However, the common denominator seems to be (again) felt need on the part of the teacher.

Who should pay for continuing education? Should it not be the *Teacher Association*?

Should continuing education be handled by colleagues in the field or others? Should there be a mix?

Should continuing education simply be reflexive -- responding to expressed needs -- or directive -- instilling needs which have not been expressed or felt -- or articulative -- giving expression to needs which have been felt but not articulated?

New imposed programs throw up all kinds of needs -- expressed and inchoate -- but less thought has been given to response to them.

Should continuing education stand back and wait for needs to be expressed? There seems to be a tendency for teachers to react negatively to laid-on programs.

It is vital to create a non-threatening atmosphere.

Teachers must create change in themselves but need to have support available.

There should be a variety of responses -- no one formula serves all situations.

Group 4

Leader: James Bowman, BCTF

Issues

1. Who defined the need for continuing education

    - teachers?
    - perception of others?
        - universities
        - teacher organizations
        - departments of education
        - school board administrators

No consensus - tendency to wonder what the other organizations are doing

2. Who should pay for continuing education and who should control?

General agreement that teachers should pay for that part which benefits them in economic ways and society (through all agencies) should pay for that part which enhances teacher performance but which does not remunerate.

No consensus on credit for "non-credit" type in-service. Discussion on motivation which is altered by credit attachment.

Discussion on teacher centers as one way of getting societal financing and a large measure of teacher control.

Strategies

As Terry McKague was a participant in the group most of the session (which followed his paper) took the form of question and reaction to Terry's paper. Some discussion of the difference between "real" needs and "perceived" needs.

Major discussion on the need for a new strategy in teacher education. No longer sensible to have pre-service so formalized and in-service so sporadic and ad hoc. Need programs at all universities which combine the two and are flexible enough to be able to react to changing conditions and needs.

Groupes 5 et 6

Animateurs: Jean-Marie Long, AEFNB
Fernand Binette, Collège St. Boniface

Rapporteur: Jacques Gibeault, OTF

Problèmes

1. Définitions:

Formation

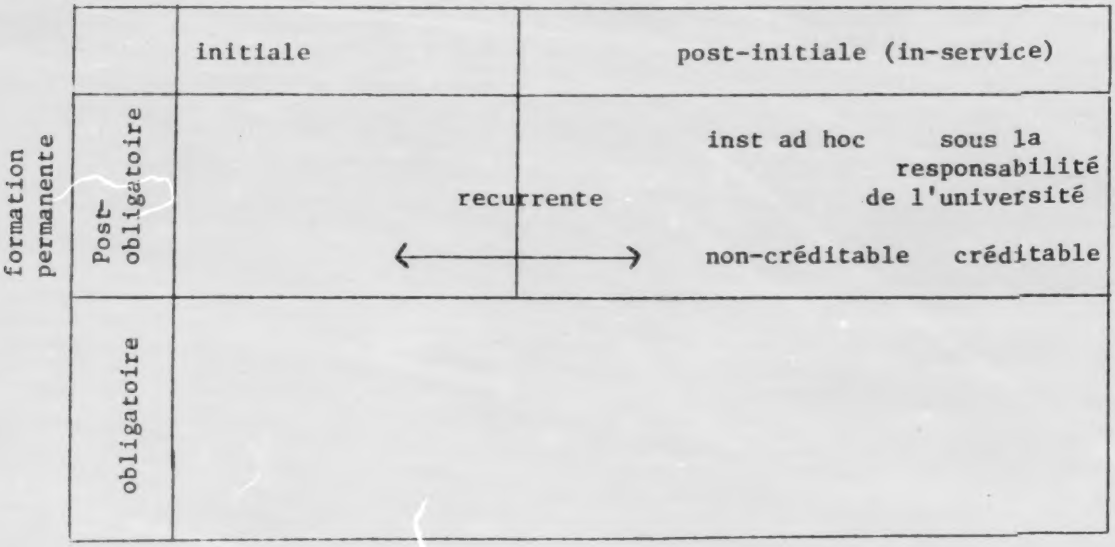
- formation initiale, capacité, habilité
- formation académique et professionnelle
- connaissance de la formation
- psycho-pédagogie

Formation professionnelle

- perfectionnement: acquérir des habitudes, habilités, capacités nouvelles
- recyclage: modification de la fonction et de la discipline particulière
- mise à jour: apprentissage sur le plan méthodologique

2. Schéma pour mieux situer les divers termes

Formation continue (continuing)


initiale
post-initiale (in-service)
formation permanente
Post-obligatoire
obligatoire
recurrente
inst ad hoc
sous la responsabilité de l'université
non-créditable
créditable

3. Problèmes actuels

Formation

1. Equilibre entre la formation théorique et la formation pratique.

   Dosage entre l'académique et le professionnnel

2. Formation anglaise et formation française.

3. Formation pour perfectionnement des maîtres au secteur vocationnel

Formation professionnelle

1. Lacune dans la formation initiale
2. Question de motivation
3. Reconnaissance sociale et économique inférieure
4. Manque de possibilité de perfectionnement
5. Manque de sécurité devant le nouveau publique qu'on a dans les classes
6. Désaccord entre les valeurs que le professeur voudrait passer et les valeurs que l'enfant reçoit des parents
7. Incompréhension dans la définition des tâches, des rôles d'identité
8. Mauvaise utilisation de la compétence des maîtres
9. Insatisfaction du genre de culture que nos écoles transmettent
10. Question d'attitudes des enseignants et du public en général

Stratégies

Nécessité de coördination:

- sur le plan provincial
- sur le plan régional

un mécanisme quand-même assez souple et qui peut déclencher une action rapide et efficace pour répondre à des besoins immédiats.

définir les responsabilités des organismes
- le ministère
- les conseils scolaires
- les associations professionnelles
- les universités

et travailler dans un esprit de "collégialité" pour répondre aux besoins de la formation continue des enseignants.

Moyens pour identifier les besoins:

- comment réconcilier les différences qui souvent existent entre les besoins identifiés par divers organismes?

- le perfectionnement professionnel pour les minorités francophones est encore au stage de la création et de l'élaboration de matériel didactique adéquat en français; les éducateurs francophones ont donc à se préoccuper de cette double dimension: perfectionner leur pédagogie mais aussi se donner les outils de base pour pouvoir enseigner avec un minimum de sécurité et de confiance.

- il reste que ce sont encore les professeurs qui sont le mieux en mesure d'identifier leurs problèmes et de définir leurs besoins et ensuite d'avoir recours à tous les organismes en place qui peuvent aider en termes de ressources humaines, d'argent et de matériel didactique.

Group 7

Leader: Norma Mickelson, University of Victoria

The group briefly discussed what is implied in the notion of "continuous" education, then dealt with two basic questions: 1) Who determines the nature of in-service program? and 2) Should certification be limited to, say, ten years and then be up for renewal? Answers generated are reported in point form below and the concluding remarks provide a more general summary of the opinions expressed during the discussion.

1. Who determines the nature of in-service programs?

   a. Teachers should determine what they want.

      Comments

      Teachers lack a vision of what is possible.

      Workshops are of little use unless they bring a change in behaviour; but perhaps working conditions must improve (pupil-teacher ratio decrease) before much of this can be expected.

      In-service plans, if teacher-originated, must include principals and supervisors.

   b. Before you have effective in-service programs you must have:

      an effective evaluation of teachers and
      an effective evaluation of the school program.

   c. The teacher should be educated to cope with modern students. Perhaps we should have a look at the nature of the student.

   d. Teacher education should involve recognition of:

      visual learning
      tactile learning
      listening

   e. A realistic view needs to be taken of in-service programs.

      Change in education comes gradually. We tend to seek panaceas, i.e. one sudden means of instituting in-service education.

   f. Teachers are not aware of opportunities available to them.

   g. Teachers need to have release time in order to engage in self-motivated, worthwhile in-service activities.

2. Should certification be limited to, say, ten years and then be up for renewal?

Opinions on this question were somewhat divided and three separate stances are listed here; however, there was also a general consensus -- reached after considerable discussion.

a. Some felt renewal of certificates should require in-service evaluation first.

b. Others felt renewal should be based on shown competence.

c. In-service or continuing education for teachers and evaluation are linked, said others.

d. The majority felt careful training and selection of teacher candidates was more important than limiting certificate life.

Concluding Remarks

Four basic points seemed to emerge as a majority opinion of the group during the course of the entire discussion:

1. That continuing education for teachers should be largely teacher initiated (follow the ORGANIC MODEL).

2. That provisions (funds) should be available to staff schools with enough people to allow release and relief time for teachers to work with other teachers and to engage in more formal types of in-service programs.

3. That a great deal of diversity does and should continue to exist in available continuing education experiences.

4. That teacher training is a life-long process although initial selection is very important.

Group 10

Leader: Ian Housego, UBC
Recorder: Peter Coleman, St. Boniface

SESSION I

The Chairman asked the group to address itself to defining the main issue(s) involved in continuing education for teachers.

After some discussion of responsibilities, and some hesitation over the question of people other than teachers attempting to analyze the needs of teachers, the group began an examination of three main issues:

(1) Assessing teacher needs
(2) Delivering programs
(3) Financing the whole

1. Do teachers know what they need? In general, there was some agreement that they do not. CSF found the most effective technique was to pitch its volunteer participants into program development and delivery, and allow the problems and needs to become apparent, which they did.

   Additionally, for energetic and enthusiastic teachers (probably a minority), simply to provide a variety of development opportunities may be adequate. But for the majority, some more active relationship seems necessary: an assessment of real as opposed to perceived needs; and stimulation of needs by clinical supervision.

2. Issues related to the delivery of services were the following:

   A. Short courses relatively unsatisfactory
   B. Remote areas have serious problems of resource availability
   C. Continuing activities are most valuable e.g. Project Canada West
   D. University faculty members are not positively viewed by teachers as resource people
   E. Rewards for faculty (professional) are not commensurate with effort involved in giving in-service sessions
   F. There are serious coordination and communication problems between agencies involved
   G. Power struggle over who does this task.

3. Financing is a major issue. Among its components are:

   A. Low level of teacher association financial commitments, proportional to total budget, in some provinces
   B. Rewards for resource people
   C. Provision of release time for teachers.

SESSION II

This session focussed on the efficacy of in-service education. No research supports this, or indeed the efficacy of any teacher training. Four kinds of expectations seem possible:

STUDENT LEARNING OUTCOMES
STUDENT ATTITUTE OUTCOMES
TEACHER SKILL OUTCOMES
TEACHER ATTITUDE OUTCOMES

These are probably not closely interconnected.

Program development (e.g. Project Canada West) may provide links between student and teacher outcomes.

SESSION III

With regard to efficacy, it was noted that program development activities provide clear outcomes, in a way that in-service activities do not.

This session then focussed on resource problems. These are several sources of many:

Teacher associations (cannot fund very heavily)

Private or government short-term funding
(in the US at least had no permanent effect)

Board commitment (a major but uncertain source)

Department of Education (funding is minor and diffused)

Other kinds of resources, curriculum materials, good people, are also in short supply. Materials present two problems -- availability and identification. Teachers need help in funding instructional material which exists. As resource people, teachers prefer other teachers.

Group 11

Leader: Walter Melnyk, MTS
Recorder: Elizabeth Speyer, PAPT

FIRST SESSION

The group opened discussion by considering the meaning of the term "continuing education for teachers". Reference was made to the views of Professor G.R. Lambert, Coordinator of Continuing Education Program, Faculty of Education, University of Western Ontario. In general teacher continuing education has emphasized what Professor Lambert described as "switch" courses, i.e., the acquisition of higher degrees for higher salaries and "higher", possibly administrative, positions. In Professor Lambert's opinion, the era of expansion in the schools is over, vertical mobility is in decline, and emphasis on internal adjustments, experimentation and greater local school autonomy is evident. Instead of a program of continuing education designed to develop the teacher as a teacher, and/or as a person, the race for credits and degrees for salary and professional status has been foremost. Government departments of education, university faculties and school boards, motivated by their own needs and priorities, have competed for the education dollar, and the supposed major objectives, quality teaching in the classroom, has been obscured. Pedagogical courses and experiences which did in fact enhance a teacher's professional competence were not accorded recognition in terms of salary or status.

Dr. S.C.T. Clarke, Director, Special Sessions, Faculty of Education, University of Alberta, saw the problem in terms of the control of funds for teacher continuing education. At the moment, money for teacher-designed, teacher-oriented courses is not being diverted into channels to serve teachers' needs. Dr. Clarke expressed his conviction that a way had to be found to institutionalize, under the control of the teaching profession, continuing education for teachers.

The group agreed with Dr. Clarke, but raised the question of accreditation and salary schedules. Institutionalizing teacher education may pay for it, but will it serve the need? How can the teaching profession break out of the "time and credit" mould which, so far, has formed the rationale of teacher development?

These difficult problems led to a debate regarding incentives. Can and should salary be separated from continuing education? Comparisons were drawn with other professions. Dentists, doctors, lawyers and notaries have a fee schedule related to certain services. The members of the session concurred in a belief that it would be better for the teaching profession if salary were not bound up with the continuing professional development of the teacher. The basic minimum qualifications required for teaching could be established, and a fair and reasonable salary structure be devised in relation to these. To encourage continued professional development on the teacher's part, other incentives could well replace the course-for-credit-for-salary syndrome. These might take the form of time provided out of the regular teaching schedule for special study and genuine participation in professional research and experimentation, resulting in better classroom experiences and increased professional satisfaction. The teachers' associations, given more influence in the formulation of teacher development programs, might well work towards the inculcation of changed attitudes on the part of teachers towards in-service education, eventually perhaps accepting the concept of a contractual commitment by all teachers of the obligation of continued professional renewal and development.

It was pointed out that the present system of professional days, which close the schools for intermittent periods, did not constitute the best use of time or funds. Moreover such a system is a source of deprivation to students in some ways. It might be preferable to release one-fifth of the teachers in a district or region at one time for study and professional development activities. A system of fluctuating days could be devised that would give teachers a solid bloc of time which would prove more beneficial than isolated professional days consisting of non-integrated lectures, meetings and school board-imposed seminars, with expensive visiting lecturers.

There followed a consideration of the best agency for the administration of continuing education for teachers. Universities have tended to emphasize academic programs. Faculties of education have suffered from detachment from the real school world in their provision of courses in pedagogy. Teachers and their organizations should be accorded a much greater share of the responsibility for professional programs of all kinds. A close liaison should exist between teacher associations and any institution responsible for teacher training and development. A much greater degree of flexibility in the school system is required to free teachers for in-service study. Faculty of education schedules also should be adapted to conform to the needs of practising teachers. A much more imaginative, realistic approach to the needs of the profession must be adopted by everyone concerned with the nurture of highly-trained, superior teachers.

The group ended its discussion with the formulation of some fundamental questions, to be considered at its next session. In the field of continuing education...

1) Who defines the needs of practising teachers?
2) How are funds to be re-directed to serve these needs?
3) What kinds of in-service programs should be devised and by whom?

SECOND SESSION

Discussion continued. Some members of the group took issue with an assumption made by the speaker at the morning plenary session, Dr. Terry McKague, Executive Assistant, Saskatchewan Teachers' Federation. Stated Dr. McKague: "In devising strategies for improving continuing teacher education, don't get too hung up on the issue of who controls the project. I just can't get as excited as some people do about the importance of need to avoid hierarchical structures". It was the belief of some individuals in the session that all too frequently hierarchical structures blocked school reform, and that the further removed an official was from the teaching situation, the less he or she could contribute to such reform. One member expressed the view that Dr. McKague's opinion did not represent that of the majority of Saskatchewan teachers with regard to bureaucratic control of continuing education for teachers.

This dialogue gave rise to a debate on the role of administrators in the professional development of practising teachers. It was agreed that a clear distinction must be made between supervision and evaluation. Evaluation is a function of management, of which the school administrator has, up to now, very definitely been a part. Supervision, on the other hand, implies, not a judicial function, but a supportive one -- an individual in a "helping" relationship with another. In the teaching profession, this could mean teachers working with teachers, possibly older, more experienced teachers assisting new recruits to the profession, a common enough occurrence. An example of an experiment in "collegial supervision" in Saskatchewan was cited. Involving team supervision in an elementary school, it attempted to coordinate the school's teaching program through close contact among teaching staff. Four groups of teachers out of a staff of twenty assumed grass-roots responsibility for the quality of the teaching taking place in their school. The principal was invited to participate, but declined. Such a concept of autonomous professionalism transmutes the principal's role to one of a team coordinator. It was felt that many members of the educational establishment are not ready and are unprepared to accept this role.

Dr. James S. Hrabi, Associate Deputy Minister, Alberta Department of Education, objected to the anti-hierarchical position taken by some members of the group. He stated that he was prepared to acknowledge that any type of evaluation was an inherent threat to a teacher but that, in his view, teacher self-evaluation was not adequate. Dr. Hrabi conceded nevertheless that teachers should participate in the formulation of evaluation criteria. The group members generally agreed that intelligent, constructive supervision, whether by administrators or by peer group, required skill, training and experience. It was felt that very little thought has so far been given to the provision of training for this responsibility. Assisting teachers working with student teachers should be given special training and consideration.

The discussion closed with some thought being given to the plight of teachers in isolated areas. Here again the question of externally imposed in-service courses was raised. The wide diversity of teaching conditions necessitates consultation with those closest to the problems. The role of teaching consultant was thus brought to scrutiny. It was generally accepted by the group that such a post should involve limited tenure and should entail part-time teaching, to avoid the detachment from reality that inevitably ensues when the teacher ceases to practise his or her profession.

The session ended once again with questions:

1) What roles should various organizations play in teacher professional development?

2) What changes need to be made to achieve a viable system of continuing education for teachers?

CONCLUDING PAPERS

DOCUMENTS DE TRAVAIL

DEMAIN ET APRES-DEMAIN

RONALD LEBRETON
Directeur général
L'Association des Enseignants
Francophones du Nouveau-Brunswick

On m'a demandé de faire quelques commentaires quant à la direction que nous allons prendre à partir des discussions que nous avons eues ces deux derniers jours. Premièrement, je ne me sens pas tellement compétent pour faire ce travail et deuxièmement, je crois que chacun va sortir de ce colloque avec ses propres conclusions quant à la direction à prendre.

J'aimerais débuter en vous communiquant quelques constatations auxquelles nous sommes arrivés pendant ce colloque. D'abord, nous nous sommes rendu compte qu'il y avait un manque de direction, un manque d'orientation par rapport au perfectionnement professionnel tant au niveau des universités, des ministères de l'Education que des associations professionnelles d'enseignants. Nous parlons depuis assez longtemps de l'éducation permanente ou de la formation permanente des étudiants et nous parlons de plus en plus de la formation permanente des enseignants. Mais ça demeure simplement, à date, en paroles et en théories, puisque les programmes de formation et les programmes de perfectionnement professionnel qui suivent ne sont pas construits en fonction de ce continuum ou de cette éducation permanente. En d'autres mots, le programme à l'université n'est pas en fonction d'une continuité et les programmes actuels de perfectionnement professionnel ne tiennent pas compte nécessairement du programme de formation de base. Nous avons constaté la difficulté suivante par rapport à ce problème: lorsque nous parlons de perfectionnement professionnel nous considérons en même temps le perfectionnement professionnel proprement dit et le programme de formation de l'enseignant par le truchement des services d'extension des universités. Cette difficulté provient du fait que la profession ne présente pas actuellement l'homogénéité que nous souhaitons dans le domaine des qualifications de base; il y a des enseignants qui sont sortis du système avec deux années de formation et d'autres qui ont atteint le premier grade universitaire et plus.

Deuxième constatation: les différentes agences qui sont concernées avec la question du perfectionnnement professionnel semblent fonctionner dans un vase clos. Les associations d'enseignants se montent des programmes, les universités se montent des programmes, les ministères de l'Education se montent des programmes. On nous a mentionné également qu'à l'intérieur même de certains ministères de l'Education les différentes directions avaient chacune leur propre programme de formation et qu'il n'y avait même pas d'articulation entre ces directions. Alors, il y a une difficulté de coordination qu'il faut essayer de solutionner.

Troisième constatation: Il n'y a pas de définition très claire des besoins des enseignants. Nous n'avons pas défini d'une façon scientifique quels sont les besoins, sauf dans certains domaines, pour arriver à déterminer la nature des programmes de perfectionnement professionnel, les coûts, la répartition de ces coûts, la responsabilité de chacune des agences dans ce domaine et la juridiction de chacun des groupements concernés.

En ce qui concerne la communication ou le manque de communication il ne semble pas avoir de contacts continus entre les provinces et même entre les associations. On va aux Etats-Unis, on va en France ou on va en Ontario quand souvent la province voisine vient de mettre sur pied un nouveau programme et qui plus est, on n'est pas au courant de ce programme. Ceci me semble inacceptable comme moyen d'arriver à une politique d'ensemble dans ce domaine.

A l'intérieur du groupe francophone on a constaté que dans les endroits où les francophones sont en minorité qu'il y a des problèmes qui leur sont particuliers. Par conséquent, les programmes de perfectionnement professionnel doivent non seulement tenir compte de l'acquisition de nouvelles connaissances relativement à la discipline mais doivent également considérer les attitudes et tenir compte du fait que ces enseignants, en plus de communiquer la connaissance ont la responsabilité de transmettre des éléments propres à une certaine culture.

Alors maintenant....demain. Qu'est-ce que l'on fait demain? Comme je l'ai mentionné tout à l'heure, je crois que chacun va sortir de ce colloque avec ses propres conclusions mais néanmoins j'ai la prétention de vous en suggérer quelques-unes qui ont déjà été mentionnées et qui ont été discutées à l'intérieur des groupes.

L'action qui me semble la plus pressante et que nous devrions considérer aujourd'hui plutôt que demain c'est le très grand besoin d'une coordination des efforts. Dans tous les groupes, je crois que nous sommes arrivés à la conclusion qu'il n'y avait pas de coordination et qu'il n'y avait pas suffisamment de communication entre les différentes agences concernées. Alors, il s'avère nécessaire de provoquer un dialogue entre les divers groupements intéressés afin de déterminer ensemble des programmes sans pour autant qu'aucune de ces agences ne se donne le monopole de la responsabilité par rapport au perfectionnement professionnel. Je ne crois pas que demain nous puissions accepter qu'une agence, que ce soit le ministère de l'Education, les associations professionnnelles ou les universités, puissent réclamer l'exclusivité par rapport à l'établissement des besoins et des programmes dans le domaine du perfectionnement professionnel. C'est une activité que nous n'avons pas le choix de faire en collaboration afin d'arriver à une politique d'ensemble qui entre autre décidera des orientations et des responsabilités.

Préalablement aux rencontres des diverses agences dans le but d'établir des politiques communes, je crois que les associations professionnelles d'enseignants comme les autres agences doivent s'arrêter et prendre une position de recul par rapport au perfectionnement professionnel. Elles doivent se demander des questions telles que les suivantes: Que voulons-nous faire et comment voulons-nous arriver à instituer dans le domaine du perfectionnement des enseignants ce continuum dont nous parlions tout à l'heure à partir de la première année de formation jusqu'à la fin de la carrière de l'enseignant? En d'autres mots, l'enseignant qui se lance dans la carrière, dans la profession de l'enseignement, devrait avoir un programme déterminé ou un cheminement qui va faire en sorte qu'il deviendra meilleur enseignant d'une journée à l'autre.

Il a été mentionné à l'intérieur d'un des groupes que le ministère de l'Education comme représentant du peuple à travers le gouvernement est responsable du service public qu'est la fonction de l'enseignement. Comme conséquence de cette responsabilité vis-à-vis le public il va de soi qu'il a une responsabilité quant à la qualité de ce service et le financement de ce service. La fonction de l'enseignement exige un perfectionnement continu. Donc, le gouvernement en tant que responsable de la qualité des services doit assumer la responsabilité du financement du perfectionnement professionnel proprement dit.

J'ai aimé le commentaire qu'a fait le Professeur Allard de l'Université Laval au début de cette conférence. Je crois que cette constatation avait également frappé mon ami Doug. En effet, en discutant des problèmes l'une des difficultés mentionnées est le fait que l'enseignant est considéré comme client ne possèdant pas les exigences minimums. Donc, cet enseignant, que l'université considère comme moyen de revenu, s'inscrit aux cours dans le but de recevoir des crédits pour fins de certification sans nécessairement que ces cours répondent à ses besoins professionnels. Il existe une espèce d'atmosphère d'exploitation réciproque entre l'enseignant et l'université. Je suis d'accord avec Monsieur Allard pour dire qu'il est nécessaire d'établir une relation honnête entre l'enseignant et l'université dans ce domaine.

Il me semble de plus en plus évident, bien que je ne voie pas de solution à court terme, que la situation voulant que le salaire des enseignants soit directement rattaché à la certification doit être changée. En d'autres mots, il semble que la grande difficulté ou la pierre d'achoppement actuellement est le fait que l'individu à cause de la situation où son salaire est directement lié à ce qu'il fait au point de vue académique ou professionnel veut obtenir des crédits pour tout ce qu'il fait que ce soit profitable ou non par rapport à ses fonctions actuelles. Donc, je crois que dans une perspective d'avenir nous devons regarder de très près les alternatives quant aux moyens d'établir des échelles de salaire pour les enseignants qui ne soient pas directement reliées à la certification.

Lorsque nous considérons le perfectionnement professionnel comme étant une responsabilité du ministère de l'Education et de la profession, il importe, à mon avis, pour les autorités d'arriver assez rapidement à la conclusion que l'activité professionnelle de l'enseignant ne se limite pas uniquement à l'action d'enseigner. En d'autres mots, ses occupations pendant sa pleine journée à partir du moment où il entre à l'école jusqu'au moment où il en sort constitue une activité qui peut avoir une valeur professionnelle même s'il n'est pas devant les étudiants. Il a été mentionné à plusieurs reprises pendant ce colloque que si nous voulions instituer les programmes de perfectionnement professionnel qui valent quelque chose que ces programmes devaient être intégrés pleinement à l'intérieur de la journée de travail de l'enseignant. Nous ne devrions pas assurer le perfectionnement professionnel de l'enseignant après les heures de travail, les fins de semaine, les dimanches, l'été, etc...

Monsieur le Président, c'est à peu près tout ce j'ai à dire sur le sujet sauf que lorsque nous considérons la direction à prendre j'aimerais réitérer qu'il est très important pour les différentes agences de se rencontrer et de définir ensemble un mode de perfectionnement professionnel qui aurait pour but d'assurer à l'enseignant une continuité dans sa formation.

WHERE DO WE GO FROM HERE?

DOUGLAS MYERS
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The combination of the fine time we've had here at UBC -- the food, the drink and the good conversation -- along with my own quiet, gentle unassuming nature, strongly tempt me to leave you with a positive, optimistic, inspirational message. I could, for example, remind you that after all is said and done, we are all in it for the good of the children and that if we all put our collective noses to the wheel and continue to communicate we will likely solve all the difficult problems we have confronted over the past few days. It is, indeed, only a strong sense of professional responsibility which prevents me from doing this.

"Professional", by the way, is an interesting word. I got intrigued by what it meant several years ago and did some reading and read about the history of the professions and so on. I came to the conclusion that it seemed to have so many meanings to so many different people that it meant almost nothing at all. I became convinced also that it was in fact a great hindrance to clear thinking in discussing educational issues. I even tried to argue this case with people in education. Unfortunately, whenever I did so, the discussion never proceeded past that point because it seemed to be an absolutely necessary term that educators use. So I gave it up. Now I use it as frequently as anyone else, but I would like to make clear how I use it. When I use the term "professional" I mean something good; when I use the term "unprofessional" I mean something bad. I am sure that everyone else uses the term much more precisely, but that is the best I can do.

So, as I say, it is, I think, my "professional" responsibility to try to look more critically at the topic of continuing education. Continuing education is a very complex, diffuse, confusing, and frustrating subject. In trying to provide a focus or context for examining it, I think it would be helpful to consider some issues concerning power, structure, and politics in education. Myer Horowitz touched on this when he spoke of institutional power politics, though he did suggest, and I want to talk about this some more, that these operated in opposition to a concern for quality education. That was followed up in discussion by Pierre Thibault of Laval in, I thought, a very interesting way. He commented on the blend of special interests and common interests characteristic of those groups and associations and institutions involved in education, and suggested that the situation we are in at the moment in many parts of the country is that interests which have seemed to coincide for many years are now seeming to be contradictory. I thought that was an interesting perception and something that I'd hoped others would follow up.

We got a little bit thrown off the scent, however, by a couple of things Terry McKague said yesterday in what I thought was an excellent paper. It was a paper that had, I thought, important political implications for a number of developments in continuing teacher education. But Dr. McKague did say at the end a couple of things which bothered me -- that we needn't worry about questions of hierachy and teacher control in developing continuing education for teachers, and that, indeed, we should opt for bureaucracy. Now, personally, I would be more than willing to believe that the attitudes and behaviors of bureaucrats in an enlightened, progressive, democratic-socialist province like Saskatchewan were such that teachers didn't need to worry about them. I'm not sure, however, how many other people in the audience would be willing to believe that. Learning that aside, I think it is perhaps more likely the fact that in Saskatchewan a tradition and a context may well exist where educational structures and styles do allow teachers a real part of the action. But in many other parts of the country -- in my view an increasing number of areas -- I'm convinced that questions of hierarchy, of control, of bureaucracy, are crucial problems and ones to which we must address ourselves in looking at almost any educational policy or program. Certainly, I believe this is the case in Ontario. Therefore, I want to talk about those issues. I will present two main lines of argument -- one having to do with the tradition of teaching, and the other having to do with what seems to me the growth of administrative power and management ideology in the schools, particularly during the 1950's and 60's -- to support my contention that teachers and their organizations must think and act in much more political terms (and I mean this primarily within education and not necessarily outside it) if they wish to exert their influence in a way that will both serve their own legitimate interests and bring about positive improvements in education.

First of all, the historical experience, the tradition of the occupation of teaching. The tradition of teaching, I think, has left the classroom teacher very much at the bottom level of the hierarchical pyramid of power and influence in educational policy. There are three reasons for this I think: the failure to attain professional status in the 19th century in Britain and elsewhere, that is to attain the closed-shop monopoly privileges that characterize those occupations we've come to call professions. I'm not suggesting it would necessarily have been a good thing had teachers attained professional status then. Certainly, I don't think it would be a good thing if teachers attained it now. One of our major public policy problems is to reduce the independent monopoly powers of those occupations we call professions. I think such a reduction is a desirable public policy objective. The fact does remain, however, that teachers, at a time when a number of occupations were achieving that status, tried very hard to achieve it too. They failed. Teachers as a group had other experiences as well from which I think they learned that it was best to avoid controversy in matters of educational policy. These experiences made it clear to them that their job was to run the educational system, not to ask awkward questions about it or make awkward suggestions. Teachers associations having failed to gain professional status and having failed to establish a position of influence in educational policy and decision-making, tended, therefore, to concentrate on self-improvement and on basic bread-and-butter protective issues. The third thing that happened which left the classroom teacher at the bottom of the pyramid is that teachers realized that to gain status and influence and prestige and power one stopped being a teacher. One became, instead, an administrator, a consultant or whatever. As the public system grew it became more bureaucratic, thus offering more positions in education outside the classroom. Very briefly, then, and without the supporting evidence I would ordinarily wish to present, that seems to me to constitute the historical tradition of teaching.

More recently, the kind of bureaucratic development I've talked about seems to have been very much enhanced by two factors. First of all, it has been enhanced by the rapid expansion of the system. This has tended to undermine the classic trustee-administrator relationship in which, in theory at least, the trustees set the policy and the administrators implemented it. During this rapid expansion, it became harder and harder for trustees to keep on top of issues. There was much more need for fast expert advice, for study, for long-range planning and, hence, the administrations became more and more influential in shaping policy as well as in implementing it. In Ontario at least, and I think in some other areas of the country, perhaps an even more acute pressure in this direction has been the massive provincial re-organizations of recent years. The euphemism often employed to describe this re-organization is "decentralization". In fact, what has been created are a number of large, consolidated regional units which are very complex, which require specialization, and, again, which contribute to the growth of administrative power and influence. In these terms, it seems to me the trustees have been the big losers. The provincial government, at least in Ontario, has assumed more and more direct control of finance; regional administrative officials in these larger educational units have assumed more and more control of policy and program.

As for the teachers, they didn't have much power and influence to begin with and they have found themselves through the '60's even farther from where the power is than before, with new layers of administrative officials to deal with.

Let me give you an example -- I think a striking one -- of how this has happened in one jurisdiction in Ontario. There is a fascinating OISE doctoral study -- just completed -- by a principal named Roosevelt Robinson called "Power and Communication in York County, 1969-75" which seems to me to illustrate vividly some of these developments. It is eminently publishable and I hope it soon will be, so that you will all have a chance to look at it. It seems to me to offer an important cautionary tale. York, as some of you may know, was a system with a reputation in the late '60's for being extremely enlightened, innovative and open. It had a very able and competent director and apparent good relations between trustees, administrators and teachers. It is now known as the site of one of the most prolonged and bitter strikes by secondary school teachers in the history of Ontario. The thesis reveals a number of things. It shows the tremendous strain of change and re-organization which existed through the late 1960's and early 1970's, strain on trustees, on administrators and on teachers; it shows an increasing reliance by the trustees on the leadership and competencies of their administrators; it shows the consequent growth of administrator power over policy and program; it shows how the administrators employed a wide range of sophisticated human relations devices and management techniques, in an attempt to improve communications, organizational relationships, group processes, and organizational development; and finally it shows how all of these approaches were initiated from the top-down with a marked lack of success at the grass roots level. According to Robinson these developments were accompanied by an increasing degree of teacher frustration and alienation, and a gradual realization by teachers that the communication devices and techniques offered by the administration were not relevant or effective political mechanisms for teachers; that "feed-back" did not mean participation, that "involvement" did not mean sharing and decision-making.

"Educational leadership is what the world of private enterprise calls management." That quotation comes from a government report, the Reville Report of 1972, and was used approvingly by the Director of the York system, Dr. S.L.G. Chapman. It is, of course, an unequivocal political statement. In the context of the shifts of power and influence I have described above, it reveals clearly where the real power lies -- with the educational managers. It is especially interesting to see, from the evidence Robinson has gathered, how the York administration played off both sides -- the public and the teachers -- in order to maintain and protect the power they had gained through the period.

To the teachers, who were increasingly requesting and demanding a greater share in decision-making, the York administration spoke as if the classic trustee-administrator relationship still existed. Only the trustees who were elected and therefore accountable, the Director explained, had the power to make educational policy decisions. Teachers, if they wanted to exert such power, would have to be prepared to be directly elected (and defeated). A nice argument, granted, but one which ignores or at least minimizes the fact that a preponderant share of policy-development and decision-making lay in the hands of administrative staff -- not elected by or accountable to the public.

On the other hand, to the public and parents who were demanding a more direct involvement in educational policy and implementation, the administration defense shifted significantly. Again the Director explained that the only way that the public could participate was to run for or elect the board of trustees. The trustees would then set the broad objectives and shape of policy, leaving it to the "professionals" to translate those general policies into school programs and practices. It's a neat Catch-22 situation. The public can't be directly involved because it's a "professional" responsibility; the "professionals" (i.e. teachers) can't be directly involved because it's up to the public. Essentially, of course, the argument leaves the administration in control of very crucial areas of policy and program.

Another significant aspect of the York experience is that the administration consistently sought to avoid dealing with teachers collectively. It explicitly regarded collective action, collective discussions as "unprofessional".

It regarded working conditions as exclusive management prerogative. I must say Dr. Chapman has since concluded and to his credit has publicly acknowledged that the "channel through which teachers are consulted is as important as the consulting. To seek teacher input on policy matters through any network over which they do not have complete control is to be seen as being manipulative no matter how sincere the intent."

Altogether then it seems to me that what the teachers in York challenged was not motivated solely by economic concerns. The salary issue was very important of course but their concern and their militancy also had to do with questions of decision-making and policy development. They challenged, in a fundamental way, some of the political assumptions and management behaviors that characterized that system. It is my view that there are some similar kinds of educational developments and some similar kinds of teacher reactions occurring elsewhere in Canada as well. I wouldn't claim that those are necessarily typical, but I think teachers across the country, in a variety of ways, are beginning to challenge some of these developments.

What is wrong with the management model? I can't put it any better than Norman Goble did in addressing a conference of British Columbia school superintendents in January.

> The biggest obstacles we face in changing the present situation, in improving education, are not matters of reason or logic, they are rooted in the failure of reason, the failure to develop a rational model of educational administration. For lack of such a model we have fallen into a pernicious, negative, and totally damnable habit of imitating the model and prestige structure of industrial management, a model that would be hilariously inappropriate if there could be anything funny about anything so bad. For a lack of a rational theory we have fallen into a habit of venerating order as the supreme good into an indefensible reversal of values that makes human and social needs subordinate to procedural tidiness and predictability. When people have been trained and shaped and promoted in such a climate can we blame them for clinging to authority for fear of the uncertainty that must accompany professional participation and decision-making.

What is an appropriate model? That is a very complicated and difficult matter. Certainly questions of money, of goals, of performance are important, but not, I think, in the terms dictated by the industrial management model, terms used by educational administrations in large consolidated school systems. For one thing what the industrial-management model in education tends to create, quite naturally and reasonably, is a union response from teachers. It will continue to do so until we start to work our way into some new kinds of models.

What has all this got to do with what actually happens in the schools? I think, a lot. I'd like just to mention one study of the kind of effect that I think this tradition and this political context, particularly the increasing reliance on industrial-management models, has on the programs we introduce in the schools. A recent innovation, and one that is very controversial, has been the introduction in Ontario of the credit system at the secondary level. OISE has done several studies of this curriculum re-organization and one of the most interesting ones is called The Individualized System: Administration and Leadership by Dr. Doris Ryan. What Ryan's study, based on very extensive surveys and interviews with the administrators, teaching staff, students and parents in a number of selected schools, seems to me to show is how little teachers were involved in the planning or implementation of that major curriculum "reform". Somehow we retain a touching faith that a new program will change the way things are done in a school. Invariably, the way things are done in a school, in fact, changes that program. There was an expectation, with the credit system for example, that a re-organized curriculum would alter administrative procedures and structural relationships in the schools. Nothing of the sort seems to have happened. There is plenty of evidence, however, that the existing procedures and relationships have reduced the effectiveness of the innovation. Principals in their responses to Ryan seemed to believe that some really important changes were occurring in their schools as a result of the credit system. Teachers were much more skeptical -- a lot of new labels for a lot of old courses. This disparity is evident on a whole range of issues. Principals, to give another example, ranked professional development as one of the top priorities in their schools. Teachers, however, did not seem to see evidence of this. Many felt they had not received, were not receiving, and were unlikely to receive the kind of support and assistance needed to make the new system work.

What is also interesting about this study is Dr. Ryan's interpretation of the responses and views expressed. It is an interpretation with which I would like to take issue. She seems to reach two conclusions; one about teachers and one about principals. About teachers she writes, "The evidence seems to suggest that teachers have been caught in the middle to some extent by changes in societal expectations, changes in professional expectations, changes in the economic situation, and even by changes in the birth rate. Their responses to the additional challenge of meeting the philosophical goals of the credit system must be viewed in this context." When she comes to the school principal, however, there is a very different tone. "Secondary school principals are confronted with challenges as great as those faced by teachers. They must, it appears, provide leadership and support so that teachers will see that they have more freedom to modify learning experiences in ways appropriate to the particular individuals whom they teach and so that they will be prepared to use the freedoms in professional ways and therefore improve the quality of education".

Ryan's conclusions seem to me to fit very neatly into the prevailing management ideology of large school systems. The question of power is not dealt with. There is no suggestion that the administrative and political structure of the school system may be a fundamental problem. The teacher is dealt with as the passive victim of a variety of external forces. The principal, on the other hand, is an active agent who must both convince teachers that they are free and restrain them from abusing that freedom. I think that teachers themselves are recognizing the inadequacy of such interpretations and, more important, the inadequacy of school systems which are run on those assumptions.

All of which brings us, at long last, to the problem of continuing education and what to do about it. If we are to take any significant positive steps in this area, I would insist that we must begin by looking at the structure and politics of the teacher education system. We have, first of all, an ineffective and distorted system of training and educating teachers. All our eggs are in two baskets; the pre-service one -- which still has most of the eggs -- and, more recently, the graduate studies one. Both have serious limitations. Pre-service has been, traditionally, a one-shot attempt to provide as much theory and practice as possible that a teacher might conceivably find important or useful during a teaching career. Until now the only opportunity for further systematic study and reflection has been in graduate studies -- and that has been a recent development. But graduate studies, though important, must fit within the academic tradition of universities. The legitimacy and value of that tradition is, I believe, undeniable; but it by no means exhausts the range of worthwhile, relevant, desirable further education possibilities for teachers. In short, we have at one end of a teacher's career, a pre-service education which by its very nature must be severely limited. Farther along in a teacher's career there exists an opportunity for some to pursue graduate studies. In between, for most teachers, there is nothing. No. Perhaps that is too harsh. There is something, but it is unsystematic and disjointed -- a hodge podge of short courses, training sessions, workshops and conferences. Indeed, I am amazed at the willingness of teachers to give up their time and to expend their energies in these activities. There has been some discussion here about what kind of people teachers are -- are they passive slackers or selfless activists, etc.? My hunch is that teachers would compare favorably with most other groups in terms of their willingness to participate in continuing education activities. Teachers, I think, need not apologize to anybody for the degree of participation, effort and commitment they show in this regard, despite the disadvantages they face.

What the situation in continuing education reveals above all is a basic failure to make continued professional learning and development an integral and legitimate part of a teacher's job. It is this situation that we must address ourselves to and change. It is, I believe primarily up to teachers themselves, individually and through the collective associations that represent them, to bring about change in this area. The motivation for and the logic of current teacher militancy seems to me to include not only economic concerns but also questions of working and learning conditions. Teachers are beginning to examine, more critically than previously, the structures and procedures that control policy-making and decision-making in education. Teachers' organizations are giving a higher priority to areas like continuing education. They seem to be devoting greater resources to independent research and policy development. They seem to be demanding a greater active role in setting education policy.

In terms of improving the situation of continuing education, teachers' organizations must devote their resources and energies not to conducting their own programs or to running their own system, but rather to developing and pressing for effective and coherent policies. The first need is for more complete and specific information -- for a careful analysis of budget and time allocations and of types of continuing education offerings. At the moment figures are hard to come by. The kind of thing we need to know is, for example, the relative resources devoted to pre-service, continuing and graduate education for teachers. I came across one figure, referring to the British system, that in England they spend better than 120 million pounds per year on pre-service and only 6 million a year on continuing education. I would suspect that a similar disparity exists here in Canada. It would be helpful to know.

In developing and implementing a coherent policy in continuing education teachers' organizations need to make a careful distinction between "management training activities" and other types of continuing education. At the moment, my hunch would be that a disproportionate amount of resources go into the former under the general rubric of "professional development". I would not suggest that there are not legitimate continuing education activities of special interest and use to school administrators. I would suggest that the major emphasis in continuing education should be on those activities of benefit and use to classroom teachers and the children they teach.

I think the teachers' organizations have to establish some general principles and set some targets. They have to consider, for example, roughly what proportion of a teacher's time, what kinds of budget allocations, what kinds of resource and personnel support ideally should be aimed for if we are to develop an effective continuing education scheme. They need to consider whether top-down, system-wide continuing education schemes are most effective or whether more flexible and diverse school-based, small group and/or individual programs would be preferable. Again, some British studies would seem to suggest that the great range of teacher experience and interest must be a basic consideration in developing effective continuing education programs.

Let me suggest two areas that I think are of crucial importance and deserve careful attention. The first is the development of a follow-up for the immediate graduates of pre-service programs. There is almost none now and I think that distorts the pre-service program very badly. For example, some issues that I think are terribly important for teachers to think about and to consider, simply make very little sense to anyone before they have been in a school, before they have had any dealings with the federation or the administration or their colleagues or whatever. And yet you either teach it then, or you don't teach it. And I think a lot of things in pre-service are constrained similarly. A second crucial area is associate teaching. I think associate teachers are a natural base for major continuing education development. I think their association with the faculty and the faculty's association with them could be a very productive form of mutual continuing education. Moreover, associate teachers provide a "wedge" into the general teaching force that would be effective in developing a more coherent approach to continuing education.

In these remarks I have tried to suggest that questions of power and structure are of fundamental importance in considering educational policy and program generally and continuing education in particular. We must recognize that if the educational coalition of trustees, provincial government officials, faculty of education staff, and teachers' organization leaders that characterized the fifties and sixties hasn't broken down entirely, it has certainly fragmented quite a bit. This is not as comfortable a situation doubtless but it is, I think, a healthier one. A number of basic issues are apt to receive a fuller and more candid consideration than formerly. I think too that the resolution of educational problems is likely to be more satisfactory in terms of the general public interest.

I have also suggested that, in this atmosphere, teachers and their organizations can and should take a strong lead in developing better continuing education policies. I do not for a moment intend to imply by this that teachers' organizations have a monopoly on virtue and wisdom. Indeed, they have plenty of internal problems to deal with. Do they adequately represent the majority of their members who are practising classroom teachers? Should principals be members, and if so, how does that affect the functioning of the organization? These questions and others need the urgent attention of teachers and their collective representatives. Nonetheless, I believe that classroom teachers and their respresentatives have been too much on the periphery of educational policy-making in the past. I believe that the opportunity now exists for them to take strong and central initiative on a whole range of important educational issues, one of the most important being the improvement of continuing education. I believe that teachers are in fact beginning to exert that power and to take positive initiatives on educational issues. On the whole, I believe that is a good thing. Those of us who are concerned with improving continuing education should respond to these teacher initiatives positively and vigorously, not negatively and timidly. Certainly we should challenge the teachers' organizations to confront the central issues involved in continuing education. But, in the last analysis, we can hardly object if teachers begin to take the rhetoric of "professionalism" seriously and begin to act upon it.